











# CITY OF SYDNEY.



THE RIGHT HONOURABLE THOMAS HUGHES,  
LORD MAYOR.

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## ANNUAL REPORT

FOR THE YEAR ENDED 31ST DECEMBER, 1902,

PRESENTED TO

THE RIGHT HONOURABLE THE LORD MAYOR  
AND ALDERMEN

OF THE

MUNICIPAL COUNCIL OF THE CITY OF SYDNEY,

BY

THOMAS H. NESBITT

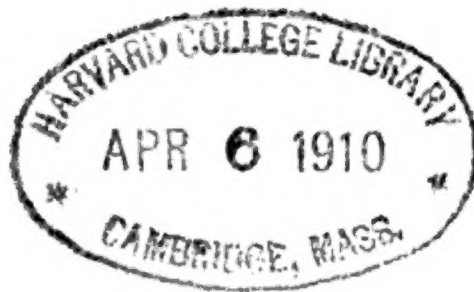
*(Fellow of the Royal Statistical Society, Fellow of the Incorporated Society  
of Accountants and Auditors, etc., etc.),*

TOWN CLERK.

TOWN CLERK'S ROOM,  
TOWN HALL, SYDNEY,  
9th February, 1903.

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*For Franklin*

BOUND. JUN 27 1910

At a meeting of the Municipal Council of the City of Sydney, held at the Town Hall, Sydney, on the 23rd day of June, 1903, it was unanimously resolved, on motion of the Right Honourable the Lord Mayor, seconded by Alderman J. G. Griffin :—

“That the thanks of the Council be tendered to the Town Clerk (Mr. T. H. Nesbitt), for his first Report for the year 1902 and that the Council place on record its high appreciation of the great value of the Report, not only to the City of Sydney, but to all municipalities in the State.”

# ANNUAL REPORT

1902.

## TOWN CLERK.

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SYDNEY, 9th February, 1903.

TO THE RIGHT HONOURABLE THE LORD MAYOR AND ALDER-  
MEN OF THE MUNICIPAL COUNCIL OF THE  
CITY OF SYDNEY.

MY LORD MAYOR AND GENTLEMEN,

### INTRODUCTION.

In accordance with a healthy precedent established by my predecessors authorised and approved by the Council, and adopted by all well-organised corporate bodies, I have the honour and privilege to submit to you for your consideration my first Annual Report as Town Clerk of the City of Sydney, being a *resume* of the more important questions affecting the corporate affairs of the City, and, therefore, of the Citizens, and which affairs have more or less claimed the serious and earnest attention of the Council during the past twelve months, with such suggestions and recommendations as the circumstances fairly warrant. At the outset a deep sense of duty impels me to say that I am indeed very pleased to be able to take advantage of this favourable opportunity of expressing my high appreciation of the confidence reposed in me as the administrative head of what may be termed the permanent staff of the Council—that confidence which is such a desirable adjunct to efficient administration, and so requisite to ensure success—and in the broadest spirit of good will to place on record in the archives of the Council my sincere and cordial thanks to the Right Honourable the Lord Mayor (Alderman Thomas Hughes), the Vice-Chairmen of Committees (Aldermen S. E. Lees, R. D. Meagher, M.L.A., J. Lane Mullins, S. Smith, J. C. Waine, and R. G. Watkins), and the Aldermen generally, and my immediate colleagues, the Heads of Departments in the Corporation service, and the office staff (indoor and outdoor) for the hearty co-operation, assistance and support they have so generously and so readily accorded to me during my first year of office.

## IMPERIAL.

## THE CORONATION OF KING EDWARD VII. AND QUEEN ALEXANDRA.

I need not remind the Council that the past year has in many eventful respects been one of more than ordinary or passing interest. Therefore, before proceeding to the consideration of local concerns, it is meet that pertinent allusion should in dutiful obligation be made to those matters of pre-eminently Imperial and National concern and importance which are comprised within the particular period under review, and constituting, as it does, an historical period, not only in relation to the United Kingdom of Great Britain and Ireland, but for the whole of the British Dominions beyond the Seas, of which the Australian Commonwealth forms a not unimportant constituent part. After a considerable period of preparation for the solemnities and ceremonial attendant upon the celebration of the Coronation of their Most Gracious Majesties King Edward VII. and Queen Alexandra, on the 26th June, 1902, the contemplated ceremony, which had been anticipated with feelings of joy and rejoicing by His Majesty's loyal subjects throughout the entire British Empire, was suddenly, and without any warning indication, postponed owing to the dangerous illness of His Majesty the King. The sad and distressing intelligence was received in this State with every indication of the most profound sorrow and poignant regret, and by none more regretfully, and with every manifestation of deep sympathy, than by the citizens of Sydney, where the spirit evinced towards the illustrious occupant of the Throne is everywhere acknowledged to be dictated by feelings of gratitude, admiration, and affection—undoubtedly the most ideal sentiments which can actuate, influence, or dominate a loyal and contented people born of true freedom and enlightenment. What had been so long and ardently looked forward to as a day of national rejoicing and laudation was unexpectedly changed, by the announcement of the serious nature of the King's illness, into a day of supplication and intercession—a jubilant *Te Deum Laudamus* into a plaintive *Miserere*, and fervent prayers were offered throughout the length and breadth of a land stirred to its very depths, irrespective of party, creed, class, or nationality, for the speedy restoration to health and renewed vigour of a Sovereign justly beloved by his people. The Right Worshipful the Mayor attended service at St. Mary's Cathedral, where His Grace the Coadjutor Archbishop, Dr. Kelly, preached the sermon; and Aldermen S. E. Lees and J. G. Griffin, attended the service at St. Andrew's Cathedral, where the sermon was preached by His Grace the Archbishop of Sydney, Dr. Saumarez Smith. Not the least impressive of the intercessory services which were held was that which took place in the Sydney Town Hall, where a united religious service was held under the presidency of the Rev. W. Woolls Rutledge, President of the Methodist Conference of New South Wales, the sermon—eloquent in diction, replete in didactics, and extremely touching in pathos—being preached by the Right Rev. John Walker, Moderator of the General Presbyterian Assembly of New South Wales. About two hundred clergymen were on the platform, representative of the following religious denominations:—Presbyterian, Methodist, Baptist, Congregational, Church of Christ, and the Salvation Army. Those present included His Excellency the State Governor, Sir Harry Rawson, K.C.B.; Lady Rawson and Miss Rawson; the State Premier and Chief Secretary, Sir John See, K.C.M.G., and Lady See; Acting Chief Justice Stephen; the learned Attorney-General, the Hon. B. R. Wise, M.L.C.; the Commanding Officer of the Military Forces of New South Wales, General Finn, and



many representative members of the Legislative Council and House of Assembly, etc. It was my privilege to attend this service as representing the Right Worshipful the Mayor. Never in its history perhaps has so deeply moving a service been conducted within the walls of the Centennial Hall, and the service was indeed worthy of the great and solemn occasion. Each one of the thousands who were present appreciated the lessons derivable from the service, and recognised that whilst but a mere and infinitesimal unit in our common humanity, he was at the same time one of many millions whose thoughts turned on that sad and eventful 26th of June to the illustrious Sovereign who lay dangerously ill at Buckingham Palace, in that historical city which is the very heart of the nation and the pivot of the Empire, and the gracious lady who for nearly forty years has occupied a most prominent position in the hearts of the British people and the British Race—Queen Alexandra. As the days and the weeks wore on heartfelt expressions of relief at the reassuring character of the bulletins were experienced on every hand, and the intense feeling of depression and anxiety for the fate of the Sovereign gradually disappeared, until at last the manifest sorrow of the Empire, which had been so clearly indicated under the dark gloom which for some time overshadowed the land, was eventually turned to congratulation and rejoicing, when the gratifying intelligence was received that on the 9th August their Imperial and Royal Majesties were crowned in the ancient and stately fane of Westminster Abbey—an ecclesiastical structure teeming in associations of the mediæval past, and resplendent in the magnificence of the present—with due solemnity, pageantry, pomp and splendour, the event being universally recognised both at home and abroad as one of the most auspicious events in the history of the British Empire.

The Australian Commonwealth was officially represented at the Coronation in Westminster Abbey by its first citizen—the Federal Premier, the Right Hon. Sir Edmund Barton, G.C.M.G., who was accompanied by Lady Barton, and the Federal Minister for Defence, the Right Hon. Sir John Forrest, G.C.M.G., and Lady Forrest.

Coronation services were held at St. Andrew's Cathedral and in the Town Hall, Sydney, crowded congregations assembling at each place. Among those present at both services were His Excellency the Governor, Lady Rawson and Miss Rawson; the Hon. the State Premier and Chief Secretary, Sir John See, K.C.M.G., Lady See and Miss See; the Acting Chief Justice, Mr. Justice Stephen; Mr. Justice Owen, Mr. Justice Simpson, Mr. Justice Walker, Mr. Justice Pring, Judge Docker; Hon. F. B. Suttor, M.L.C., Vice-President of the Executive Council; Hon. B. R. Wise, M.L.C., Attorney-General; Hon. T. Waddell, M.L.A., State Treasurer; Hon. J. Kidd, M.L.A., Minister for Agriculture; General Finn, State Commandant; Hon. S. McCourt, M.L.A., Speaker of the Legislative Assembly; Mr. Crichton Walker, C.M.G., Principal Under Secretary; Mr. F. W. Webb, C.M.G., Clerk to the Legislative Assembly; many representative Members of the State Parliament; City Aldermen J. C. Beer, J. G. Griffin, S. E. Lees, A. G. Ralston, E. Lindsay-Thompson and J. C. Waine, and the Town Clerk, Mr. T. H. Nesbitt, the latter attending officially to represent the Mayor, who was unable to be present owing to indisposition. As on the previous occasions the sermons were preached by the Archbishop of Sydney, Dr. Saumarez Smith, at St. Andrew's Cathedral, and the Right Rev. John Walker, M.A., Moderator of the General Presbyterian Assembly, at the Town Hall.

In the evening numerous public and private buildings in the City were brilliantly illuminated in honour of the occasion. The Town Hall was lit with rows of different coloured electric lights, which marked the



entire outline of the fine pile of buildings and formed a centre of attraction to the citizens; the illuminations being universally admired.

The City Council, at their first meeting, decided unanimously to forward through His Excellency the Governor their respectful congratulations to His Majesty the King on his recovery, and on the auspicious consummation of the great solemnity of the Coronation of their Majesties the King and Queen. As the Royal pageants swept through the streets of the great Metropolis of the Empire and the nation acclaimed not only the seating of the King upon the throne, but the formal recognition of the Empire—for Britain with its self-governing Dominions beyond the Seas, stood on that eventful 9th August, 1902, where Germany stood on an equally memorable day in the history of the German Fatherland in 1871, when, in the stately saloons of the palace at Versailles, King William III. of Prussia was proclaimed German Emperor—it was felt that the City of Sydney, first in influence, first in power, first in wealth and first in maritime importance in the Southern Hemisphere could, as a matter of duty and of right, join in adding a small, but, nevertheless, sincere contribution to the mighty volume of the popular voice, which was everywhere heard expressing the hope that the reign of King Edward VII. might be a long and glorious one, and echoing and re-echoing the prayer,

“GOD SAVE THE KING.”

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#### CORONATION HONOURS.

Among the well-deserved Coronation Honours bestowed by His Majesty the King, the fountain of honour, as expressions of the royal recognition of merit and appreciation of services rendered to the Empire, must be enumerated those immediately connected with the Commonwealth of Australia and the State of New South Wales, viz.:—

The Right Hon. the Earl of Hopetoun, P.C., K.T., G.C.M.G., G.C.V.O., the first Governor-General of Australia, advanced to the style, title and dignity of a Marquis, the title subsequently adopted being that of Marquis of Linlithgow.

The Right Hon. Sir Edmund Barton, P.C., K.C., G.C.M.G., the first Premier of a Federated Australia.

The Hon. Sir John See, K.C.M.G., M.L.A., Premier and Chief Secretary of the State of New South Wales.

Sir Normand MacLaurin, K.T., M.L.C., M.D., LL.D., Chancellor of the Sydney University.

Mr. Edmund Walcot Fosbery, C.M.G., Inspector-General of Police.

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#### PROCLAMATION OF PEACE.

The City, without being unduly demonstrative, received with every manifestation of pronounced satisfaction the very welcome and gratifying intelligence of the honourable conclusion of hostilities in South Africa, after a prolonged, and an exceptionally arduous and anxious campaign in protecting the interests and freedom of His Majesty's subjects and in maintaining the integrity of the Empire. Upon receipt of the news that the treaty of peace had been agreed to, the British and Australian flags were immediately hoisted on the Town Hall as a mark of jubilation. And now that the Empire is at peace pleasure can very

properly be taken in the fact that the terms offered to and accepted by our erstwhile enemies the most valiant adversaries the Motherland and Colonies have ever encountered, tersely described by His Majesty the King as "a brave and determined people," were such as to justify their acceptance, and make one proud to be a citizen of such a great Empire, and yet consistently echo the cry "may peace long continue."

The great services rendered by the Imperial Forces of the Crown, in the constitution of which the troops of this State and the Commonwealth generally, formed a by no means unimportant unit, gallantly again and again rendering most conspicuous and patriotic service in the fighting line from Ladysmith right round to Koomatiport—whose spontaneity and generosity in rallying round the common flag of Empire in the time of danger and of need, and whose distinguished prowess on the battlefield was equal to their patriotism, has been gladly acknowledged in joyous pæans of praise and exultation by a grateful motherland; and the ties which bound the mother State and the recently-founded Commonwealth to the "old country" of freedom, have undoubtedly been cemented and strengthened to a degree never before anticipated or attained. Indeed, the fraternal co-operation of the Commonwealth, New Zealand, and Canadian forces has added to Great Britain's prestige and might in the Councils of the world; nay, the full import of that unity of thought and action so vigorously manifested, is not yet in view.

Now that all is over, and the pomp and circumstance and panoply of war has been relegated to the pages of history, the State of New South Wales can look with feelings of pride and satisfaction at the truly noble and patriotic work accomplished by her sons, and it is no exaggeration to say that it is the fervent anticipation of every citizen that the peace which has been established may speedily be followed by the restoration of prosperity in the places more directly affected by the war, and eventually secure the highest interests and well-being of the brave and courageous peoples concerned, and lead to the government of South Africa being placed upon a firm and lasting foundation in such a manner as will conduce to the renown and welfare of the Empire. As "peace hath her victories not less renowned than war," it is to be hoped that in His Majesty's new dominions peace and reconciliation of hitherto antagonistic racial elements—an antagonism which has been necessarily engendered and intensified by the undue prolongation of the war—which is so earnestly desired as the ultimate goal, may be as firmly established under a wise and beneficent administration among all classes of the King's subjects, Briton and Boer, Hottentot, Zulu, Mashona, and Matabele, as to have a profound effect on the future of South Africa, and that the blessings derivable from peace, love, and harmony, concord and prosperity may for ages prevail, and peace, the white-winged harbinger, develop into lasting goodwill.

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## VICE-REGAL.

### RESIGNATION OF THE GOVERNOR-GENERAL.

The Right Honourable the Earl of Hopetoun, now the Most Noble the Marquis of Linlithgow, the first Governor-General of the Commonwealth of Australia, is well and favourably known to the Citizens of Sydney. The intimation, therefore, in May last that His Excellency intended to resign came as a great surprise to the whole Commonwealth. The Press were unanimous in stating that he had made such an excellent and favourable impression during the time of his governorship of

Victoria, to which he was appointed in 1889 in succession to Sir Henry Loch, that his appointment of Governor-General of Australia was everywhere received with unalloyed satisfaction as a happy augury. Bright, pleasant and *debonnair*, he made himself exceedingly popular. The distinguished part he took in the splendid proceedings which heralded and proclaimed the grand inauguration of the Commonwealth and the birth of a new nation amidst national enthusiasm at Sydney in January, 1901; his discharge of the multifarious and important duties of his exalted station; the ceremonies attendant upon the reception of the Duke and Duchess of Cornwall and York (now Prince and Princess of Wales) in the several capitals of the States; the visits he made to the various States comprising the Commonwealth; and the whole character of the official and personal relation of the Governor-General to the people of the Australian Commonwealth was such as to make it a matter of great regret that the Vice-Regal representative of His Majesty the King, who had discharged his duties so well, should be called upon, for reasons announced at the time in the Federal Senate, to almost abruptly sever his official connection so soon after his entry upon office, and when by unanimous consent he had exhibited ample and convincing proofs of a most friendly disposition and a generous capacity to render the newly-born Commonwealth the great service anticipated at his advent. His generous and spirited defence of the Commonwealth, his eloquent and impassioned appeal to the latent patriotism—that patriotism which Disraeli aptly described as depending as much on mutual suffering as on mutual success—on its behalf; his assent without delay to the new laws passed by the representatives of the people, and the increasing testimony of his sincere sympathy with the aspirations and tendencies of the people he was called upon to govern under the Constitution of the Commonwealth, will long be remembered with feelings of gratitude.

A farewell levee was held by His Excellency at Government House, the Mayor, Aldermen and Town Clerk attending in their official capacity to represent the citizens of Sydney.

His Excellency took his departure from Sydney on the 11th July last, among the numerous official personages present on the occasion to bid him farewell being the Mayor and Town Clerk.

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#### APPOINTMENT OF ACTING GOVERNOR-GENERAL.

His Excellency Lord Tennyson, the Governor of the State of South Australia, senior Governor resident in the Commonwealth, was appointed Acting Governor-General, the appointment being one which commanded universal acceptance, His Excellency being a Governor of the best type, whose services and popularity afford sufficient guarantee, if guarantee were needed, as to the excellence of the selection, and the confidence of the people in the choice of the Imperial Government.

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#### THE FIRST STATE GOVERNOR.

An announcement was made at the end of January, last year, that His Majesty the King had been graciously pleased to appoint Vice-Admiral Sir Harry Holdsworth Rawson, K.C.B., to the position of Governor of New South Wales in succession to Lord Beauchamp (resigned), the State thus securing the services of a distinguished naval officer of high rank and gallant record. The appointment of a Vice-Ad-

miral of the Royal Navy was recognised by Press and public at the time as being specially appropriate, Sydney being the official headquarters of the Australian naval station, and the centre of naval operations for the Pacific, the Admiralty having at Sydney its principal depôt in Australian waters, and the whole of naval influence radiating from Port Jackson. The particulars of His Excellency's career in the naval and military service of the Empire, whether in the early stages of his career as Lieutenant on board the Royal yacht the *Victoria and Albert*, or as Captain of the steam reserve at Devonport, or as Flag Captain in the Mediterranean under that distinguished Admiral, Lord John Hay, or as Vice-Admiral in command of the Channel Squadron, or in his brilliant record as a naval administrator and warrior, or in his monumental work in China, and in Zanzibar and Benin in Africa, or a member of the International Code of Signals Committee, or as umpire in naval tactics or manœuvres, with his justly acquired reputation as the best authority in the Empire on naval defence, are now matters of history, and so well known as to need no repetition in detail.

The official reception of His Excellency took place on Wednesday, 28th May, an official State welcome being tendered at Farm Cove, on landing from H.M.S. *Royal Arthur*, by the Hon. the State Premier and Chief Secretary, accompanied by the other members of the State Ministry. In a few well-chosen words the Premier stated that the reputation of His Excellency had preceded him, and that the people of the State felt gratified and complimented upon the appointment as representative of His Majesty the King, of a gentleman who had deservedly won such a distinguished position and honourable name in the service of His Majesty. His Excellency having expressed his gratification at the warm welcome extended to him was introduced by the Hon. the State Premier to the Mayor of Sydney, who introduced the Aldermen and Town Clerk, it being claimed and maintained as a civic right that this ceremony must precede all others of a similar kind. The Mayor then presented the following address:—

“To His Excellency Vice-Admiral Sir Harry Holdsworth Rawson, Knight Commander of the Most Honourable Order of the Bath, Governor and Commander-in-Chief of the State of New South Wales and its Dependencies.

“May it please your Excellency:—

“We, the Mayor and Aldermen of the City of Sydney, on behalf of the citizens thereof, loyal and dutiful subjects of His Most Gracious Majesty King Edward the Seventh, in sincere and cordial greeting, do hereby extend to your Excellency our most hearty welcome to New South Wales, the Premier State of the Commonwealth of Australia.

“We desire especially to emphasise our welcome to you as our first State Governor under our recently adopted Constitution, which marks the great steps of nationhood in our history, and to assure you that throughout the length and breadth of our land, wherever your duty or pleasure may take you, you will find the same loyal and hearty greeting which is ours to give you this day.

“We are fully conversant with the success which has attended your distinguished naval career, and it affords us great pleasure to welcome the appointment of a Vice-Admiral of His Majesty's navy to the position of Governor of the Chief State of the Commonwealth. The importance of His Majesty's navy, as the right arm of the Empire, to our



Commonwealth is of foremost consideration, and we feel assured that your experience and advice will be of material benefit to the counsels of its advisers.

"We furthermore express our ardent wish that every success may attend the administration of your honourable and responsible office, and that the period of your stay with us and that of your wife and family, may, under Divine Providence, be blessed with every happiness.

"Again offering you our heartiest welcome.

"We are, your Excellency's most obedient servants,

"The Mayor and Aldermen of Sydney."

'Signed on their behalf,

"THOMAS HUGHES, MAYOR.

"THOMAS H. NESBITT, TOWN CLERK."

After His Excellency had thanked the Mayor and citizens for the hearty manner in which Lady Rawson and himself had been welcomed, a procession was formed, the Mayor of Sydney accompanied by the Town Clerk, and in other carriages the Aldermen of the City Council, heading the procession through the crowded thoroughfares of the City to the Federal Government House in the Domain, where His Excellency was sworn in, the oaths of allegiance, official and judicial, being severally administered by Mr. Justice Stephen, and the proclamation relating to the assumption of office was duly read and signed.

Foremost in every good and noble work promoted for the good of the community and in furthering the interests of every deserving philanthropic institution and object, His Excellency during his tenure of office has shown that he is not only qualified for the exalted and honourable position which he occupies as the representative of His Majesty the King in this State, "the man whom the King delighted to honour," and indications are not wanting on every hand to prove that his appointment has been in every sense, without qualification, not only acceptable to all classes of the community, but has been exceedingly popular with all those interested and having practical acquaintance with constitutional government--imperial, civil and municipal.

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### THE LORD MAYORALTY.

It is with considerable gratification that I have to record in this report the intimation received in November last through His Excellency, the State Governor, Sir Harry Rawson, K.C.B., and the Hon. the State Premier and Chief Secretary, Sir John See, K.C.M.G., that His Majesty the King had recognised the importance of the position occupied by the City of Sydney in the British Empire, and had been pleased in the exercise of the royal prerogative, and by a gracious and kingly act, to accede to the representations made to the Imperial Government by His Excellency the Governor, in response to the request preferred by the

Hon. the Premier, and decree that the style, title and dignity of Lord Mayor should be conferred on its chief civic representative and first citizen. Needless to say an announcement of this character was received by press and public alike with feelings of pleasure, there being a consensus of opinion that the honour was well merited, not only as a tribute to the commercial prestige and importance of the City, but as an imperial and royal compliment to the citizens, and that the title now officially attached to the occupancy of the civic chair emphasised its value in the eyes of the community. Within a very short time after the distinction had been made public the Right Honourable the Lord Mayor received numerous telegrams, letters and messages of congratulation from different parts of the Commonwealth. These included congratulations from the Governor-General, Lord Tennyson; the State Governor, Sir Harry Rawson; the State Governor of Victoria, Sir George Clarke; the Lieutenant-Governor of South Australia, Sir Samuel Way; the Federal Premier, Sir Edmund Barton; the State Premier, Sir John See; the Mayor of Adelaide, Mr. Lewis Cohen; the Archbishop of Sydney, Dr. Saumarez Smith; the Coadjutor Archbishop of Sydney, Dr. Kelly; the President of the Methodist Conference of New South Wales, Rev. W. Woolls Rutledge; the Hon. Sir Normand MacLaurin, M.L.C.; Inspector-General Fosbery, C.M.G.; Mr. Critchett Walker, C.M.G., and many members of the Federal and State Parliaments; the Consular body in Sydney; representatives of public institutions, including the Chamber of Commerce, the Stock Exchange and the Chamber of Manufactures, and the professional and mercantile life of the City.

A pleasing fact to be remembered was the reciprocal telegrams of congratulation which passed between the Lord Mayor of Melbourne and the Lord Mayor of Sydney, the distinctive title having been conferred simultaneously in graceful and appropriate recognition of past valuable service, for in Greater Britain, no less than in the United Kingdom, there is a good deal in a name where municipal bodies are concerned.

At a meeting of the City Council, held on the 25th November, 1902, hearty congratulations were tendered to the Lord Mayor upon his presiding for the first time in that capacity. After an eloquent speech and motion submitted by Alderman S. E. Lees, the Lord Mayor in replying, expressed his gratitude for the congratulatory references and said that although he had the distinction of being the first to bear the new title, he was well aware that it was conferred in the first place upon the City of Sydney; he believed it would be the means of raising the status of the City and placing it on a level with the first cities of the world, and would no doubt do much to bring about a Greater Sydney; the work of the present Council in elevating the municipal life of the City had no doubt been a great consideration with those who had bestowed the title, and he thought it was only right that the Council should, on behalf of the citizens, express in some way their appreciation of the honour, and he therefore moved—"That a communication be forwarded through His Excellency the Governor, to His Majesty the King, expressing on behalf of the Lord Mayor and Aldermen of the City of Sydney, their deep appreciation of the honour conferred upon the City of Sydney, in the elevation of the Chief Magistrate to the rank of Lord Mayor." The motion was seconded by Alderman Lees, and carried unanimously, and was subsequently transmitted through the Hon. the Premier to the Secretary of State for the Colonies, the Right Hon. Joseph Chamberlain, M.P.

It may be here pointed out that by the honour conferred the Lord Mayor is entitled as such to the prefix of Right Honourable, and the

same distinction is given to the Lady Mayoress. In practice and precedent it is generally acknowledged that the title undoubtedly carries with it as a prescriptive right the prefix "Right Honourable."

That the honour and dignity is highly valued and appreciated is plainly apparent from the fact that the Westminster City Council in May last year, appointed a strong and influential Sub-Committee consisting of the Duke of Norfolk, K.G., Hereditary Earl Marshal of England, the Earl of Onslow, Under Secretary for the Colonies, Captain H. M. Jessel, M.P. (a son of the late Sir George Jessel, Master of the Rolls), and the present Mayor of Westminster, H. W. Bradford, J.P., and T. W. Emden, L.C.C., to endeavour to obtain for the Mayor, the coveted title and dignity of Lord Mayor of the City of Westminster, the richest city in the world. The effort was unsuccessful, and the municipal service press, commenting on the movement, said: "Westminsterians are quite justified in regarding themselves as citizens of no mean city. But in putting forward a claim to a Lord Mayoralty, they are going a trifle too fast. If the fact that an administrative area is a city is to be regarded as a ground for the conferment of the higher title, we should have a Lord Mayor of Lichfield and a Lord Mayor of Coventry. If extent of population, area and ratable value are deciding elements, then Islington and Kensington might, with almost as good reason as Westminster, look for promotion. The truth is, of course, that many circumstances besides those enumerated are taken into account when the highest civic honour is bestowed, and amongst them the reasonableness and timeliness of the distinction. With a Lord Mayor of London already in existence to represent the Metropolis in an honourific sense, the present movement cannot be regarded as reasonable, and seeing that the City of Westminster itself, as a great administrative entity, has only just come into being, it certainly is not timely. Viewing the matter broadly, it seems a pity that an impossible demand should have been mooted, to give occasion to the enemy to blaspheme."

That the same municipal service press considered the exercise of the royal prerogative in regard to Sydney and Melbourne both reasonable and timely, is shown from the following extract therefrom, published in November last, "A kindly and politic act has been done by His Majesty, at the instance of the Government, in conferring the higher dignity upon the Chief Magistrates of Sydney and Melbourne. The great corporate bodies oversea, which are thus singled out for distinction, are in every way entitled to take their place side by side with the great municipalities of the old country."

As regards the origination of the historic title itself, it may be remarked that the valuable statement presented by the Corporation of the City of London to the Royal Commission on the City in 1893, says the title of the Chief Magistrate of the City of London to be styled "Lord Mayor" dates back to the fourth charter of King Edward III., issued in 1354, and known as the "Charter of Maces."

With regard to the status of the City of Sydney, a determining factor in connection with the conferring of the honour, the City occupies an excellent condition compared with cities in Great Britain and Ireland. In England, including the ancient City of London, there are eight cities honoured by the Chief Magistrate being Lord Mayor, viz., London, Birmingham, Bristol, Leeds, Liverpool, Manchester, Sheffield, and York. In Ireland there are three cities, viz., Belfast, Cork, and Dublin. In Scotland, where the corresponding title is Lord Provost, there are four cities, viz., Aberdeen, Dundee, Edinburgh and Glasgow. As a matter of record the following table is inserted in this report. In this table particulars are given showing the excellent position occupied by Sydney,

which, as regards ratable value per head of population is far in excess of any other city having a Lord Mayor, and also as regards the ratable value per acre:—

City.	Population.	Ratable Value.	Approximate Ratable Value per Head.	Approximate Ratable Value per Acre.
		£	£ s. d.	£
Sydney ... ..	112,137	2,015,104	17 19 0	742
Belfast ... ..	348,955	1,206,320	3 10 0	73
Cork ... ..	75,845	174,743	2 10 0	65
Dublin ... ..	265,000	702,000	2 15 0	184
Aberdeen ... ..	153,107	792,965	5 0 0	118
Dundee ... ..	160,871	860,746	5 0 0	235
Edinburgh ... ..	316,793	2,543,283	8 0 0	413
Glasgow ... ..	760,423	5,027,660	6 10 0	395
Birmingham ... ..	522,182	2,735,426	5 0 0	215
Bristol ... ..	328,836	1,554,525	4 10 0	133
Leeds ... ..	428,953	1,741,373	4 0 0	80
Liverpool ... ..	684,947	4,042,525	5 0 0	265
Manchester ... ..	543,969	3,394,879	6 0 0	262
Sheffield ... ..	380,717	1,579,857	4 0 0	66
York ... ..	77,793	394,763	5 0 0	106

The restricted area of jurisdiction, however, is self-evident in its teaching as regards Sydney, as for purposes of comparison as regards ratable value and population it must be borne in mind that the municipal boundaries of the City proper have remained unaltered since 1842, when Sydney was first proclaimed a City—whilst, on the other hand, the large cities of Great Britain, such as Glasgow, Birmingham, Bristol, Leeds, Liverpool, Manchester and Sheffield have from time to time enlarged their municipal areas by the absorption of adjacent suburbs which in Sydney, to all intents and purposes, form part of the City proper. Indeed, since the foregoing table has been prepared an intimation has been received that the City of Sheffield has recently extended its boundaries so as to include an additional six square miles, thus increasing its municipal jurisdiction at one bound by taking in an area almost one and a half times the present municipal area of Sydney. Comment on this is quite unnecessary beyond stating that I am reluctantly and regretfully led to the conclusion—a conclusion which I am honestly bound to record—that until the area of Sydney is extended with the accompaniment of those enlarged powers to which it is entitled, Sydney cannot legitimately claim to rank among the great municipal centres of either the old world or the new.

As a striking and instructive object lesson the following comparisons in acreage are worth recording, viz., Belfast, 16,475; Glasgow, 12,688; Birmingham, 12,705; Bristol, 11,607; Leeds, 21,572; Liverpool, 12,252; Manchester, 12,935; Sheffield, 27,494; York, 3,692; and SYDNEY, 2,718 acres.

### THE LORD MAYOR AND LADY MAYORESS.

According to custom the Mayor was officially received at the Town Hall by the Town Clerk and the Heads of Departments on 2nd January, 1902, when the Town Clerk, on behalf of his colleagues and himself, tendered a hearty welcome to Alderman Hughes as the executive head of the Council for the municipal year, and expressed the hope that that measure of confidence and co-operation essential to the due discharge



of the duties of his exalted office would be vouchsafed to him, and so far as the staff were concerned it was scarcely necessary to assure the Mayor of their loyalty and co-operation. Now, on the termination of the municipal year, it is my duty to place on record, on behalf of the staff whom I represent, our very high appreciation of the distinguished ability, genial courtesy, and strict impartiality with which the Chief Magistrate of the City has acted in relation to the several departments of the municipal service during the past year; for his many acts, not only of official but personal kindness, and his generous hospitality, and for the earnestness and zeal which he has exhibited in promoting the interests of the citizens.

In the Lady Mayoress the City has certainly been most highly favoured with an energetic and practical lady—an ideal Lady Mayoress, devoted, conscientious and untiring in the discharge of civic duties, whose services and advocacy in support of deserving charitable institutions and charitable objects having for their aim the amelioration of the lot of those whose circumstances in life render such action necessary, have always been available and most cheerfully and willingly rendered without regard to distinctions of class or creed, and whose unremitting efforts in promoting the interests of charity and benevolence have been carried out quietly, unostentatiously and without demonstration. Whilst engagements in this direction have been of a multitudinous nature, and have in effect practically absorbed a great proportion of her time, they have necessarily been characterised by discrimination and judgment. The tactful, graceful and pleasing manner in which the Lady Mayoress has performed the onerous and exacting obligations which are a corollary and adjunct to the position, both as regards social and charitable functions and official receptions, has been most conspicuous and highly appreciated, displaying as it has done in a marked degree those excellent qualities which give increased charm and add greater dignity and grace to the position, and which have commanded the unstinted praise and gratitude of all concerned.

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### CIVIC HOSPITALITY.

It has been the privilege of the Lord Mayor, as chief citizen of Sydney, to tender civic receptions and welcome and accord the hospitality of the City to many distinguished personages, associations, societies, institutions and representative gentlemen during the year, among whom may be mentioned the following:—His Excellency the State Governor, Sir Harry H. Rawson, K.C.B.; His Excellency the Lieutenant-Governor, Sir Frederick M. Darley, G.C.M.G.; His Excellency the Naval Commander-in-Chief, Vice-Admiral Sir Lewis Beaumont; His Excellency the State Governor of Victoria, Sir George Clarke, K.C.M.G., the Premier of the Australian Commonwealth, the Right Hon. Sir Edmund Barton, P.C., G.C.M.G.; the State Premier and Chief Secretary, the Hon. Sir John See, M.L.A., K.C.M.G., and the members of the State Ministry; the Federal Minister of Defence, the Right Hon. Sir John Forrest, P.C., K.C.M.G.; the Vice-President of the Federal Executive Council, Senator R. E. O'Connor, K.C.; the Minister for Home Affairs, Sir W. J. Lyne, K.C.M.G.; the Archbishop of Sydney, Dr. Saumarez Smith; the Coadjutor-Archbishop of Sydney, Dr. Kelly; the Major-General Commanding the Military Forces of the Commonwealth, Sir Edward Hutton, K.C.B.; the Officer Commanding the Military Forces in the State of New South Wales, Brigadier-General Finn; the Chancellor of the University, Sir Normand MacLaurin, M.L.C.; Judges

of the Supreme Court; District Court Judges; Members of the Legislative Council and Legislative Assembly; the Principal Under-Secretary, Mr. Crichton Walker, C.M.G.; the Inspector-General of Police, Mr. E. W. Fosbery, C.M.G.; the ex-Mayors of the City; the Consular body in Sydney; the Railway Commissioners; Members of the Metropolitan Board of Water Supply and Sewerage; the Members of the Harbour Trust; the Moderator of the General Presbyterian Assembly, the Right Rev. John Walker, M.A.; the President of the Methodist Conference of Australasia, the Rev. George Lane; the President of the Methodist Conference of New South Wales, the Rev. W. Woolls Rutledge; the Rabbi Landau, etc.

Receptions have also been tendered to visiting Victorian Members of Parliament, the Delegates of the Australian Natives' Association, the Eight-Hour Demonstration Delegates; the Delegates of the Trades Union Congress; the Interstate Lacrosse Players, the Interstate Band Conductors, the Victorian Bowlers, the Victorian Lawn Tennis Players, the League of Wheelmen, the Queensland Football Association, and the Australian Eleven on their return from a remarkably successful tour in England.

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#### DEPUTATIONS TO THE LORD MAYOR.

During the past year a large number of representative and influential deputations on subjects of public polity and administration coming directly or indirectly under Municipal control, were received by the Lord Mayor. Among the most notable of these were the following:—Deputations from the Stock Salesmen's Association, with regard to the saleyards at Homebush and matters appurtenant; deputation of citizens in support of the substitution for the present system of Municipal Taxation, of a tax on unimproved land values; deputation from the Stock Boards Council of Advice relative to the remission of yard dues; deputation from the Metropolitan Board of Water Supply and Sewerage with a view to a reduced consumption of water for municipal purposes; deputation from Redfern Municipal Council relative to carting manure to the tip through certain streets in Redfern; deputation from the Women's Progressive Association relative to the appointment of a Lady Sanitary Inspector, and the provision of Ladies' Sanitary Conveniences in suitable positions in the City; deputation from Mercantile Steam Users with regard to time limit for stoking; deputations of Unemployed, asking for free use of Town Hall to discuss unemployed problem; deputation of Agents, Woolloomooloo Fish Markets with regard to alterations of By-Laws regulating the Fish Markets; deputation from Fishmongers' Association, with regard to By-Laws regulating Fish Markets; deputation from the Tip Carter's Union in the matter of wages paid to carters employed by the Council; deputation from the Vanmen's Union; deputations from the Australian Natives' Association; deputation from Produce Brokers and others with regard to backing lorries over footways; deputation from Property Owners with regard to alleged excessive charges in respect of cleansing operations; deputation of Gangers employed in Plague Cleansing operations; deputation of Citizens in Denison Ward relative to the opening of Quay Street; deputation of Members of Single Tax League; deputation of Citizens with regard to administration of Common Lodging Houses By-Laws; deputation of Timber Merchants, with regard to the regulation of street traffic; deputations from

the Institute of Architects and Master Builders' Association, relative to new Building Act and Public Health Act; and deputation from Cabmen's Union with regard to sanding streets.

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### DEPUTATIONS FROM COUNCIL.

The Council, by deputation waited upon the Hon. the Premier on three occasions in relation to the subjects of a Greater Sydney, the introduction of the Sydney Corporation (Amending) Bill and the Housing of the Working Classes Bill, and the Municipal Control of Public Abattoirs. Two deputations of the Council waited upon the Minister for Public Works, one in conjunction with the Metropolitan Water Supply and Sewerage Board in relation to the Low Level Sewerage Scheme, and the other with regard to contemplated improvements in the streets adjacent to Belmore Markets.

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### COUNCIL AND COMMITTEE MEETINGS.

The great and increasing demands made upon the time of members of the Council have been of a most exacting and protracted character, no less than 240 meetings having been held during the eleven months ended 30th November, distributed as follows:—

ALDERMEN.			Council.	General Purposes Committee.	Electric Light Committee.	Finance Committee.	Health Committee.	Parliamentary and By-laws Committee.	Staff and Labour Committee.	Works Committee.	Highest possible.	Total Attendance.
			31	20	16	31	58	11	39	34		
Alderman	T. H. Barlow	...	26	15	3	—	12	—	—	—	125	56
"	J. C. Beer	...	31	19	16	—	—	9	—	32	112	107
"	J. Booth	...	27	17	12	28	—	—	—	32	132	116
"	J. D. Fitzgerald	...	22	17	—	—	41	5	—	—	120	85
"	Sir James Graham	...	2	—	1	—	—	—	—	—	125	3
"	J. G. Griffin	...	31	12	13	—	—	—	29	22	140	107
"	W. T. Henson	...	28	15	11	—	—	—	—	26	101	80
"	T. Hughes (Lord Mayor)	...	31	20	12	2	34	2	3	4	240	108
"	Evan Jones	...	31	19	—	—	55	—	36	33	182	174
"	A. Kelly, M.L.A.	...	25	13	5	—	29	2	26	16	209	116
"	S. E. Lees	...	30	16	—	23	—	—	37	—	121	106
"	R. D. Meagher, M.L.A.	...	23	12	5	17	29	10	20	6	240	122
"	A. McElhone	...	31	19	16	27	13	10	31	32	240	179
"	J. Lane Mullins	...	29	19	13	31	53	11	—	—	167	156
"	P. Nolan	...	28	8	—	17	—	—	—	—	82	53
"	G. Perry	...	29	13	—	23	38	5	—	—	151	108
"	A. G. Ralston	...	20	13	—	27	—	—	24	—	121	84
"	E. Milner Stephen	...	21	17	—	22	18	8	—	—	151	86
"	S. Smith, M.L.A.	...	14	8	—	19	33	7	27	—	190	108
"	E. Lindsay Thompson	...	28	16	—	—	48	8	—	27	154	127
"	J. C. Waine	...	23	13	8	—	41	—	21	27	198	133
"	J. Ward	...	24	14	—	7	—	—	20	—	121	65
"	R. G. Watkins	...	25	16	12	18	30	—	33	21	229	155
"	T. J. West	...	28	17	—	—	—	7	36	28	135	116

In explanation of the foregoing it may be stated that, while the Lord Mayor is *ex officio* a member of all Committees, he is not called upon to attend with the regularity of the elected members. Alderman Meagher was not elected on the Finance Committee until some time after the constitution of such Committee, while Alderman McElhone was a member of the Health Committee for a comparatively short period, during which Alderman Milner Stephen retired from that Committee, but was subsequently re-elected thereto on the retirement of Alderman McElhone.

In the case of Alderman Sir James Graham, his absence from Australia for almost the whole of the year affords sufficient explanation for his absence from the Council and Committee meetings.

The following table furnishes a summary of the average attendance, nine being a quorum of the Council and General Purposes Committee and five a quorum of the Standing Committees:—

Council and Committees.	Members.	Total Meetings.	Aggregate Attendances.	Average Attendances.
Council ... ..	24	31	607	19.5
General Purposes Committee ... ..	24	20	348	17.4
Electric Lighting Committee ... ..	12	16	127	7.9
Finance Committee ... ..	12	31	261	8.4
Health Committee ... ..	12	58	474	8.1
Parliamentary and By-Laws Committee..	12	11	84	7.6
Staff and Labour Committee ... ..	12	39	343	8.8
Works Committee ... ..	12	34	306	9.0

In connection with the meetings of the Council and Committees of the Council, it may be stated that certain of the principal officers and other members of the staff, whose attendance is absolutely essential at all meetings, have had their official duties extended beyond the usual hours of closing to an extent equivalent to 49 ordinary working days solely in attending meetings, and this in addition to a large amount of time which has necessarily to be given as overtime, not only under unusual circumstances of high pressure, but at ordinary times in order, if possible, to keep abreast of the Council's requirements, but which at times is very difficult of accomplishment, while other principal officers and members of the staff have rendered similar service in other but equally necessary capacities, in a lesser degree. It is, however, particularly gratifying to be able to state that, notwithstanding the great strain, physical and mental, which this close attention to duty has undoubtedly imposed, the duty has been most ungrudgingly and most willingly discharged without the slightest murmur or complaint.

#### ADMINISTRATIVE COMMITTEES.

The establishment of the Committee system some few years ago appears to have given general satisfaction, and to have worked remarkably well on the whole. There is no doubt an occasional tendency to exaggerate alleged deficiencies, and to magnify apparent failures, and to exhibit the wisdom which comes after the event; and although a disposition has been manifested to revert to the old order of things, I cannot consider the policy indicated thereby as commendable, but on the contrary am bound to look upon it as short sighted. Under existing conditions, when all correspondence is submitted to one or other of



the Committees, and there is a fair and reasonable division of labour and responsibility, a collective reference to a General Purposes Committee would, I submit, be absolutely untenable and unworkable.

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### GENERAL PURPOSES COMMITTEE.

The General Purposes Committee, presided over by the Right Honourable the Lord Mayor, Alderman Hughes, held twenty meetings, the average attendance of members being 17·4.

The scope of the Committee comprises "all matters affecting the Staff, and other matters not especially relegated to any special committee," pursuant to the reference made by the Council on the constitution of the Committee.

Although this Committee presents no annual report of its proceedings its duties are comprehensive, varied, and important.

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### FINANCE COMMITTEE.

The Finance Committee, presided over by Alderman J. Lane Mullins, held thirty-one meetings, the average attendance of members being 8·4.

The following are the subjects which come under the consideration of the Committee, pursuant to the reference made by the Council on the constitution of the Committee:—

- (a) To examine and certify for payment all vouchers and pay-sheets, or any other accounts due by the Corporation.
- (b) To supervise the collection of the Corporation's revenue, whether from rates, dues, licenses, rents, or any other sources.
- (c) The conduct of all legal proceedings in which the Council may be concerned.
- (d) The management and letting of all Corporation properties including markets, stalls, saleyards, shops and lands, and the issue of stock and other licenses.
- (e) All matters affecting the salaries of the Staff.
- (f) The compilation of the yearly estimate of Corporation Receipts and Disbursements, to report to the Council from time to time, what moneys are available for proposed works, and generally the management of all matters affecting the finances of the Corporation.
- (g) To examine all deeds, mortgages, leases, debentures, and such like documents, and to see to their safe custody, and to report to the Council all changes and suggested changes in respect to any or all of them.

The Committee's report on the work of the year appears in the appendices in the annual volume of proceedings.

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## WORKS COMMITTEE.

The Works Committee, presided over by Alderman J. C. Waine, held thirty-four meetings, the average attendance being 9.

The following are the subjects coming under the consideration of the Committee, pursuant to the reference made by the Council on the constitution of the Committee:—

- (a) The repair, drainage and management of all streets, ways, lanes, and places under the control of the Council.
- (b) The exercise of all powers vested in the Council under the Sydney Corporation Act, the City of Sydney Improvement Act and other Statutes affecting the construction, alteration, or maintenance of streets, buildings, drains, or other works within the City of Sydney.
- (c) The resumption of lands for the formation of new streets and widening of existing streets.
- (d) All matters affecting the present management of the public lighting of the City.
- (e) All specifications, tenders and contracts, and the performance and due execution of all works directed to be carried on by the Council.
- (f) And, generally, all matters affecting the safety and protection of the citizens.

The Committee's report on the work of the year appears in the appendices in the annual volume of proceedings.

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## HEALTH COMMITTEE.

The Health Committee, presided over by Alderman S. Smith, M.L.A., held fifty-eight meetings, the average attendance of members being 8·1.

The following are the subjects which come under the consideration of the Committee, pursuant to the reference made by the Council on the constitution of the Committee:—

- (a) To supervise the carrying out of the provisions of any Acts of Parliament, or Municipal By-laws affecting public health.
- (b) To deal with petitions and complaints from persons affected by these Acts or By-laws, such as keepers of common lodging houses and others.
- (c) To control the park and reserve lands of the City, under the direction of the Corporation, for the use, benefit, and recreation of the citizens.
- (d) To superintend the management of the public baths and bathing places of the City.
- (e) To deal with all matters relating to the collection and disposal of City garbage and refuse.
- (f) And, generally to control all matters affecting the health and recreation of the citizens.

The Committee's report on the work of the year appears in the appendices in the annual volume of proceedings.

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## STAFF AND LABOUR COMMITTEE.

The Staff and Labour Committee, presided over by Alderman S. E. Lees, held thirty-nine meetings, the average attendance of members being 8·8.

The following are the subjects which come under the consideration of the Committee, pursuant to the reference made by the Council on the constitution of the Committee:—

- (1) The selection and appointment of day labour by ballot, and formally reporting same to Council.
- (2) To investigate and advise the Council upon:—
  - (a) Proposals by Heads of Departments for dismissal from the service.
  - (b) Reports of officers requesting additional clerical, professional and other assistance.
  - (c) All cases of suspension from duty by the Right Honourable the Lord Mayor.
- (3) To receive reports of, and advise Council upon all vacancies in the clerical and professional staff when referred to them.
- (4) To receive reports of labour suspensions by Heads of Departments, with reasons therefor, and hear appeals therefrom, each to be in writing upon prescribed forms "B" and "C."
- (5) To investigate and advise the Council and the General Purposes Committee upon all matters, when referred to them, other than salaries and wages, affecting the Corporation Departments, the duties of officers and other employees of the service.

The Committee's report on the work of the year appears in the appendices in the annual volume of proceedings.

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## PARLIAMENTARY AND BY-LAWS COMMITTEE.

The Parliamentary and By-Laws Committee, presided over by Alderman R. D. Meagher, M.L.A., held eleven meetings, the average attendance of the members being 7·6.

The following are the subjects which come under the consideration of the Committee, pursuant to the reference made by the Council on the constitution of the Committee:—

- (a) The preparation of By-Laws, Addresses, etc., etc.
- (b) The supervision of all Bills laid before Parliament, with a view to protecting the rights of the Council and the interests of the citizens.
- (c) The control of the Municipal Library.

The Committee's report on the work of the year appears in the appendices in the annual volume of proceedings.

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## ELECTRIC LIGHTING COMMITTEE.

The Electric Lighting Committee, presided over by Alderman R. G. Watkins, held sixteen meetings, the average attendance of members being 7·9.

The following are the subjects coming under the consideration of the Committee, pursuant to the reference made by the Council on the constitution of the Committee.

- (a) To supervise the construction of a system of public and private supply of electric light and power for the City of Sydney.

The Committee's report on the work of the year appears in the appendices in the annual volume of proceedings.

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## CITY COUNCIL REPRESENTATIVE—WATER AND SEWERAGE BOARD.

In March last, in conformity with the provisions contained in the Metropolitan Water and Sewerage Acts 1880-1889, the Council proceeded to elect a representative to the Metropolitan Board of Water Supply and Sewerage, the vacancy having occurred by effluxion of time. The retiring representative, Mr. Henry Chapman, ceased to be a member of the City Council in December, 1900. Under existing conditions a member of the Council when elected is entitled to sit for the whole of the term, even though he may have ceased to be an Alderman. To remedy this apparent anomaly it is provided under the provisions of the Bill now under consideration by the Government, that whenever any member of such Board heretofore or hereafter elected by the Council shall cease to be an Alderman of the Council, he shall forthwith cease to be a Member of such Board. At the election in March last four Aldermen were nominated, and at the close of the poll the result of the election, which was by ballot, as provided by the Statute, showed that Alderman Robert George Watkins, one of the Aldermen representing Gipps Ward, had been duly elected as the Council's representative on the Water and Sewerage Board for the ensuing four years.

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## CITY COUNCIL REPRESENTATIVE—METROPOLITAN FIRE BRIGADES BOARD.

The election of a member of the Council as representative to the Fire Brigades Board for the ensuing two years, in succession to Mr. George Landers, retired by effluxion of time, took place at the Statutory meeting of the Council held 9th March last.

Three candidates were nominated for the position. The election was by ballot, and Alderman Ernest Lindsay-Thompson was declared elected. Mr. George Landers ceased to be a member of the City Council in December, 1900, but continued to occupy his seat on the Fire Brigades Board, being entitled in the present state of the law to continue to sit for the unexpired portion of the term for which he was elected, even though he had ceased to be an Alderman. To remedy this apparent anomaly it is provided under the provisions of the Bill now under consideration by the Government, that whenever any member of



such Board, heretofore or hereafter elected by the Council, shall cease to be an Alderman of the Council, he shall forthwith cease to be a member of such Board.

The provision is so just and salutary as to be self evident, and needs no comment on my part.

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### MUNICIPAL LIBRARY.

The establishment of a Municipal Library has for some time been contemplated by the Council, and during the past year a number of books relating to municipal government, and matters cognate, have been purchased and are available for the use of Aldermen, either for purposes of reference within the precincts of the Town Hall or for perusal away from the Town Hall, subject to arrangements being made with the Town Clerk before any books are removed.

It is intended to take further steps to make the Library increasingly useful as a means of providing information for members on any subject in connection with the Council's work and administration, and also to establish at an early date a system of referencing, by which any such information, once obtained, will always be available at short notice, without unnecessary waste of time in consulting authorities. By this means it is hoped that a comprehensive and useful amount of general municipal literature will gradually be accumulated so as to be at the disposal of Aldermen and the Staff.

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### LEGISLATIVE.—ACTS OF PARLIAMENT.

The Sydney Corporation Act of 1879, which may be termed the principal Act under which the operations of the City Council have hitherto been carried on, and the several amending Acts passed since that date were consolidated in the Sydney Corporation Act of 1902, intituled "An Act to Consolidate the Statutes Relating to the Corporation of the City of Sydney."

This Act is divided into seventeen parts, as follows:—

- Part I.—Repeal and Interpretation.
- Part II.—Corporate Powers and City Boundaries.
- Part III.—The Qualification of Citizens.
- Part IV.—Lists and Rolls of Citizens.
- Part V.—The Election and Retirement of Mayor and Aldermen.
- Part VI.—Appointment of Officers.
- Part VII.—Council Meetings.
- Part VIII.—The Regulation of Public Ways.
- Part IX.—General Rates.
- Part X.—Injuries to Lights or Fountains, etc.
- Part XI.—Markets, Parks, Sale Yards, etc.
- Part XII.—Street Watering Rates.
- Part XIII.—Nuisances and Public Health.
- Part XIV.—Revenue and Loans.
- Part XV.—Resumption of Land.
- Part XVI.—By-laws.
- Part XVII.—Miscellaneous Provisions and Procedure.

While the Act solely consolidates and in no way alters, adds to, or amends the law as contained in the Acts therein consolidated, as certified by the Commissioner, consolidation of the several Acts undoubtedly possesses many advantages, and as a means to an end it is a step in the right direction.

The Public Health Act of 1896, and Acts dealing with sanitary administration generally, were consolidated in the Public Health Act, 1902, reference being greatly facilitated thereby.

Reference must also be made to the useful measure known as the "Cattle Slaughtering and Diseased Animals and Meat Act, 1902," which consolidates the enactments relating to the slaughtering of cattle, the destruction of animals dying of disease, and diseased animals and meat. This Act greatly facilitates the operation of the Council's officers with regard to the action to be taken in connection with diseased animals and meat.

Acting on urgent representations made by the Lord Mayor to the effect that, unless a Loan Bill was passed during the last session of Parliament, the Council would not be able to give employment to a large number of men whose services could be usefully utilised, the Honourable the Premier at very short notice and just prior to the termination of the Session, recognising the importance of the matter, agreed to introduce a Loan Bill whereby the Council was authorised to raise by debentures a sum or sums not exceeding in the aggregate £100,000, for the woodblocking or otherwise improving public ways and thoroughfares carrying a heavy traffic, and the resumption or purchase of lands which may be required for the opening of new streets or public places within the City.

The Lord Mayor took an active personal interest in the promotion of this Bill, and very strongly urged in support of the request that in 1884 the Council floated its first loan of £200,000, to be applied to the woodblocking of streets. The accumulated contributions to Sinking Fund under the statutory obligations imposed upon the Council with accrued interest now amounts to approximately £170,000. With the addition of two years further contribution to Sinking Fund, and the further accruing interest during that period, the sum mentioned will be amply sufficient to redeem the debentures in the year 1904. Again, it was pointed out in justification of the Council's application, that the particular streets which were blocked in 1884 continue to be in a good state of preservation, and will consequently form a valuable free asset of the City when the debentures are redeemed in 1904. The success of the experiment, which was extended by another £100,000 in 1887, undoubtedly justified the Council in making application for a further sum to extend the system of woodblocking. Once a street is properly woodblocked, the expense of maintenance added to interest on the initial cost of construction, with the annual contribution to the Sinking Fund, is much less than the ordinary annual cost of maintaining a macadamised road.

The Bill was in exact accord with other City Loan Bills previously passed, and contained the customary provision for repayment of the Debentures by an annual contribution to the Sinking Fund, which the Bill proposed should be invested in Government Debentures or other securities approved by the Court of Equity as suitable for Trustees. The Honourable the Premier, Sir John See, with the co-operation and assistance of the Honourable J. H. Carruthers, the leader of the Opposition, succeeded in securing the passing of the Bill, which, however, I regret to say, was strongly opposed by a Sydney member, who addressed the House in opposition, in absolute ignorance of the facts

and a lamentable want of knowledge with regard to the financial condition of the City.

A short Act, intituled "The Sydney Corporation Amending Act, 1902," was also passed, having for its object the amendment and modification of certain clauses contained in the principal Act in relation to election procedure.

In the first place, instead of it being compulsory as heretofore to prepare and at considerable cost print a citizens' list and roll *every* year, with an annual revision court, it has been enacted that such list and roll shall only be prepared and printed and revised in every year in which an election of Aldermen is to be held, that is to say, under the existing law as to such elections, once in every two years. In the second place, owing to difficulties which arose with regard to the completion of the roll, it has been enacted that the Governor may by proclamation in the *Gazette* before or after the time at or during or within which anything may or shall be done in pursuance of part IV. of the principal Act as amended by the Act under review, alter or extend such time, or may validate anything done after such time, or done irregularly in matter of form.

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#### LEGISLATIVE.—BILLS PROMOTED.

##### SYDNEY CORPORATION (AMENDMENT) BILL.

Recognising the necessity which exists for additional powers and the removal of numerous existing disabilities which are diametrically opposed to efficient municipal government, and the removal of doubts with regard to the proper interpretation to be placed on certain sections of the existing Act, the Council wisely decided to promote a Bill to amend the Sydney Corporation Act, and instructions were given to the City Solicitor accordingly. This Bill, which was most comprehensive in many respects, was prepared by the City Solicitor, in conjunction with Counsel, and embraced various recommendations and suggestions for enlarged and improved administration of City municipal affairs, the preamble providing for a Bill to make further and better provision for the Municipal Government of the City of Sydney; to amend the Sydney Corporation Act, 1902; to remove the immunity from rates allowed by the Water and Sewerage Act, 1880, the Sydney Harbour Trust Act, 1900, the Railways Act, 1901, and any Acts amending the same; to provide for the payment to the Municipal Council of Sydney of certain fees and moneys in respect of the Auctioneers Licensing Act, 1898, the Liquor Act, 1898, the Dog and Goat Act, 1898, the Dairies Supervision Act, 1901, the Weights and Measures Act, 1898, and the Metropolitan Traffic Act, 1900; to make certain rates a charge on property, and to enable the said Municipal Council to more effectually recover the same; to amend the Weights and Measures Act, 1898, in respect of its administration within the City of Sydney; to amend the law in respect of the City members of the Board of Water Supply and Sewerage, and in respect of the member of Fire Brigades Board elected by the said Municipal Council; to provide for the establishment and maintenance in the City, or any ward thereof, of Free Libraries, Art Galleries or Museums; to provide for the Council being Trustees of Public Parks, such Parks to be vested in the Council for the purpose of public health, recreation, convenience or enjoyment; and to repeal the City of Sydney Lanes Act.

In addition to the powers conferred by the principal Act, the Council applied for powers to make by-laws for the following purposes :—

- (a) For the good government of the City.
- (b) For the regulation and control of hoardings now or hereafter to be erected in the City, and of bills, placards, and advertisements attached to or painted on any such hoardings.
- (c) For preventing the erection or use of any hoarding in the City without the consent of the Council or the officer appointed by it.
- (d) For the demolition and removal by the Council, or any person acting under its authority, of any hoarding now or hereafter to be erected, or of any bill, placard or advertisement attached thereto or painted thereon, which in the opinion of the City Surveyor, or other officer appointed by the Council in this behalf, is, or may be, objectionable, unsightly or dangerous, or of any hoarding which shall be erected without the consent of the Council, or of the officer appointed by it in this behalf, and for the recovery of the expenses thereof.
- (e) For the licensing of persons in the occupation or having the control of any hoarding in the City.
- (f) For the licensing of persons engaged in the posting, fixing or painting of bills, placards and advertisements in the City.
- (g) For the licensing, prohibition, regulation, control, and removal of signboards, signs, lamps, and devices, now or hereafter to be erected over or near any public way in the City.
- (h) For the payment of fees in respect of the registration or licensing by the Council of any person or premises under the provisions of the Dairies Supervision Act, and for fixing the amount of such fees.
- (i) For prescribing and regulating the collection and removal from the public ways, and from any premises in the City of filth and refuse matter; for the cleansing of footways and pavements adjoining any premises; for the payment of charges for the removal of trade refuse from any premises, and for fixing the amount of such charges.
- (j) For the licensing, regulation, control and good government of all theatres and music halls in the City, and all rooms in the City used for dancing or athletic entertainments, not being rooms in private dwellings.
- (k) For the inspection of all fish, oysters and crustacæ brought into the City, and for the regulation and control of the sale in the City of all oysters, crustacæ and all fish other than tinned fish, and for the licensing of persons engaged in the sale thereof, and for the payment of fees upon the inspection of any such fish, oysters or crustacæ, and for fixing the amount of any such fees.
- (l) For the regulation and control of the construction of furnaces and chimneys in such a way as to prevent so far as possible the formation of smoke, and for prescribing and compelling the carrying-out of structural alterations therein, and for the regulating and controlling of the use of furnaces and chimneys.



- (m) For the regulation and control of all restaurants, eating-houses, refreshment rooms and lodging-houses (other than common lodging-houses) within the City.
- (n) For the regulation and control of all stands and stalls used in any public way in the City for the sale of refreshments or fruit.
- (o) For the licensing, regulation and control of all persons engaged in the sale of newspapers or flowers in any public way in the City.
- (p) For the licensing, regulation and control of all persons engaged in the occupation of shoeblack in any public way in the City.
- (q) For the prevention of betting or wagering in any public way in the City.
- (r) For the regulation of any library, art gallery, or museum established by the Council.
- (s) For the regulation and control, or prevention of all electric wires (other than electric wires erected or laid under statutory authority) now or hereafter to be erected or laid across or over any building or public way in the City.

After the various proposals had been thoroughly debated by the General Purposes Committee, and finally adopted by the Council, the Bill was submitted by deputation to the Honourable the Premier, who undertook on behalf of the Government to introduce it into Parliament subject to certain modifications. It was subsequently referred to the Parliamentary draughtsman, and at a later stage the City Solicitor went through its provisions with the Solicitor-General and the Parliamentary draughtsman, the latter of whom submitted a report to the Government with respect to the provisions constituting the Bill. The City Solicitor reported that practically no material alterations had been suggested in the drafting, but there were certain matters of policy which the Parliamentary draughtsman had referred to the Government for instructions.

Reference was made to the Bill in the Governor's speech at the commencement of the session, but the Bill, owing to pressure caused by Parliamentary exigencies, was not introduced, to the great regret of the Council.

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## THE HOUSING OF THE WORKING CLASSES.

Another important Bill to which attention may be directed as having been promoted by the City Council during the past year, chiefly at the instance of Alderman J. D. Fitzgerald, the present Vice-Chairman of the Health Committee, is the Bill which proposes to enable the Municipal Council of Sydney to make provision—provision which is urgently needed in many quarters of the City—for the better housing of the working classes in the City. The preamble of the Bill, as finally approved and adopted by the Council, recites that various portions of the City of Sydney are so built, and the buildings thereon are so densely inhabited, as to be highly injurious to the moral and physical welfare of the inhabitants; that there are in such portions of the City houses, streets, lanes, courts and alleys, which by reason of the want of light, air, ventilation, or proper conveniences, or from other causes are unfit for human habitation, and fevers and diseases are constantly generated there, causing death and loss of health not only in the said houses, streets, lanes, courts, and alleys, but also in other parts of the said City; that it often happens that owing to the above circumstances,

and to the fact that such houses, lanes, courts and alleys are the property of several owners, it is not in the power of any one owner to make such alterations as are necessary for the public health; that it is necessary for the public health that many of such houses, courts, and alleys should be pulled down, and such portions of the City should be reconstructed; and that in connection with the reconstruction of those portions of the said City it is expedient that provision be made for dwellings for the working classes, who may be displaced in consequence thereof.

These recitals undoubtedly indicate the existence of a lamentable condition of things, which ought not to be tolerated for a day longer than can be obviated, and it is a matter of considerable regret that satisfactory progress was not made with the remedial legislation proposed. Houses which are overcrowded, houses which are in bad repair, and houses which are unfit for human habitation require to be drastically dealt with. Desperate diseases require desperate remedies. Indeed, I am sufficiently socialistic in tendency to express the opinion that the slum owner whose neglect of his property often jeopardises the health (and it may be the life of an entire community) ought to be required by law either to put his property into good order or to pay the municipal authority for executing the clearance scheme, which may be rendered necessary owing to his neglect. Throughout the length and breadth of England the greatest activity has been manifested during the past two or three years in relation to municipal housing, while in London in particular several important schemes have been adopted, and are being carried out, with a view to overtaking the demand for housing accommodation, and adequate and distinct organisation in the municipal economy has been constituted to deal effectively with this important branch of municipal activity.

In the Bill under review the currency of the debenture does not appear to have been definitely fixed, and in relation to this matter a reference as to the trend of English legislation may be useful.

As the result of persistent agitation, irrespective of party, on the part of local authorities, the President of the Local Government Board agreed to the appointment of a Select Committee of the House of Commons to consider the desirability of extending the period for the repayment of loans, the term of fifty years (especially as regards its application to the costs of resumption) being universally recognised as much too short, and that the ratepayers of the present day were being unduly taxed accordingly. Those proposing to hold a brief for posterity are impressed with the present tendency of local indebtedness to increase out of proportion to ratable value, and that such a course involves dangerous financial considerations, and their views in regard thereto were fully submitted to the Select Committee.

The report of the Committee was issued in July last, and ardent reformers who have been looking forward for substantial relief in the matter of the extension of the period for the repayment of local loans, profess to be not altogether satisfied with the recommendations contained in the report. The one real concession, however, which the Commission recommended is that loans for housing purposes should be spread over eighty years conditional upon the instalment principle of repayment being adopted. This period is considerably less than what was anticipated, and which was widely put forward as the demand of municipal authorities, namely, that the maximum period as to houses should be one hundred years, and that land should be regarded as a permanent asset. Nevertheless, the concession is valuable, and it is recognised that it will be of great assistance in cases where the cost

of acquisition of sites is excessive, though doubt has been expressed that even this concession will prevent many authorities from erecting buildings at a cost which will permit their being inhabited by the class whom it is primarily desired to benefit.

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### LEGISLATIVE.—BY-LAWS.

During the year the Parliamentary and By-laws Committee of the Council authorised the preparation of By-laws dealing with the under-mentioned subjects:—

1. Promotion of Public Health.
2. Construction of Corn Bins.
3. Common Lodging-houses Amendment.
4. Area Gratings.
5. Pyrmont Baths.
6. Sweeping Footpaths Amendment.
7. Insanitary Closets.
8. Conveying Goods over Footways.

In November, 1901, the City Health Officer, in anticipation of an outbreak of plague, suggested the desirability of framing new by-laws enforcing the flooring of all produce stores in the City with concrete or asphalte in preference to wood. The sanitary reasons adduced for drafting such by-laws are undoubtedly very strong, as all produce stores having wooden floors were found to be infested with rats, while in good concrete or asphalte floors the animals are unable to get harbourage, and the City Health Officer emphasised his views by stating that it is now well established that Bubonic Plague, and probably other diseases also, are spread by rats, and there appears to be little doubt that the plague epidemic of 1900 was brought into the City and distributed by rats. By-laws on the lines indicated were gazetted on 20th February, 1902.

Another by-law which was passed at the same time is the one which provides that no occupier of any dwelling-house in the City of Sydney shall knowingly cause or suffer a greater number of persons than will admit of the provision of 400 cubic feet of free air space for each person of an age exceeding ten years, and of 200 cubic feet of free air space for each person of an age not exceeding ten years, to occupy at any one time as a sleeping apartment a room which is used for that purpose. This by-law must of necessity have an important bearing on public health.

The Board of Health in March last made the following suggestions with regard to the sanitary regulations of stables:—That all stabling and forage rooms should have floors impervious to rats; that at stated intervals all stocks of forage should be completely consumed, and before taking in fresh supplies the stables, feeding boxes, and store should be thoroughly and completely cleared out and cleansed and all ratholes closed with broken glass and cement; all corn bins to be covered over on the outside with zinc or other metal; all drains from stabling to be provided with movable traps and gratings; all manure and sweepings to be daily moved to a distance from the stabling and not be allowed to accumulate in manure pits or elsewhere. As practical difficulties existed with regard to carrying out the whole of these suggestions the By-laws Committee authorised the drafting of a by-law providing that corn bins should be constructed and maintained so as to be impervious to rats, and that such bins should be kept continuously covered when

the same are being cleaned and when grain, etc., is being placed therein or taken therefrom, and such by-laws were approved and gazetted in due course.

In the administration of the by-laws regulating common lodging-houses considerable technical difficulties were experienced, and, on the recommendation of the City Health Officer the by-laws were carefully revised on lines tending to facilitate and simplify administration. The revised by-laws were subsequently approved and gazetted on 22nd July, 1902.

In July last year reports were called for from the City Surveyor and the City Building Surveyor with respect to the condition of the area gratings with a view to having them made ratproof. The former reported that in many parts of the City the bars were too far apart. In his opinion, no space, including that against the building line or hinged joints, should exceed three-quarters of an inch. Furthermore, that it would be advisable to insist on cross or diagonal bars underneath so as to make the gratings ratproof. The City Surveyor also considered that it would be injudicious to insist upon any kind of wire netting, as it would only be a source of nuisance in harbouring dust, etc. The City Building Surveyor concurred in the view that the space should never exceed three-quarters of an inch. He thought that to fix additional diagonal or other bars so as to close up the spaces in area gratings and vertical gratings adjacent would not only be costly, but difficult to carry out. In his view the best method to adopt to prevent access of rats would be to affix a complete frame constructed with round iron and fine  $\frac{3}{8}$ -inch galvanised wire fixed directly on to the window frame or opening communicating with the area, thus entirely disconnecting the basement from the street.

Acting on these suggestions, by-laws were framed and approved and duly gazetted on 22nd August, 1902.

The by-laws for the management of Parks in the City of Sydney were gazetted on the 18th June, 1902. These by-laws, which are a new departure in City government in Sydney, provide for the imposition of fines upon any offender against the following regulations:—Entrance and exit only by appointed gates; notice boards not to be removed; damage to fences, etc.; removal of seats, etc.; riding or driving; depasturage of animals; prohibition of vehicles; perambulators and chairs not to be wheeled over flower beds; posting of bills; unauthorised persons not to dig in the ground; nor trample on plants or flower beds; nor walk on grass; picking flowers, ferns, etc.; defilement of fences, etc.; deposit of rubbish; throwing stones, etc.; climbing; bathing; pollution of water; fishing; disturbing fowl; bird-nesting; snaring birds; dogs; playing games; improper intrusion; erecting tents, booths, etc.; carpet-beating; drying clothes; delivery of public addresses; music and singing; letting or sale of articles or commodities; obstruction; smoking in buildings; indecent or obscene language; betting; not to lie upon the ground, etc.

Early in 1902 the attention of the Health Committee was directed to the insanitary conditions brought about by the method of constructing outdoor water-closets now and hitherto usual in Sydney. The arrangements in force are, in the opinion of the City Health Officer, admirably calculated to provide snug refuge for rats, a convenient hiding place for all manner of rubbish and filth, and a useful screen for the defects due to scamped work in plumbing. During the cleansing operations carried out last year the cleansing gangs were instructed to open up the seats of all closets, and, after cleansing the space below, to replace the seat without replacing the riser. In a large number of instances rats, rats' nests, and collections of bones, rags and other rubbish



carried thither by rats were found beneath the seats. The only remedy for the defects which were found to exist is to have the closet constructed with an open seat—that is a seat without any riser, and to concrete the floors of all outdoor closets.

The Health Committee considered these representations and, after conferring with the City Solicitor the By-laws Committee had a set of by-laws prepared dealing with the subject, but whilst the Committee were prepared to assent to their application to new premises, differences of opinion arose as to their applicability to existing premises and, for the time being, the proposal remains in abeyance pending the drafting of another set of by-laws restricted in their application to new buildings or buildings altered *after* the passing of the by-law.

Repeated complaints having been made from time to time relative to the obstruction and public inconvenience caused by goods being conveyed across the public footways, by-laws were drafted dealing with the matter, but on consideration they were referred back to the City Solicitor for further report.

The By-laws for the regulation of Bathing, etc., at the Pyrmont Baths, provide for the time of opening and closing, prevention of obstruction or interference, wearing of proper bathing costume, prevention of expectoration on platforms or in dressing rooms, prevention of smoking, regulation of behaviour, prevention of riotous conduct and bad language, throwing stones, defacing property, delivering up of property found, charges for admission, etc., admission of school children, infectious, etc., diseases, and the usual penalty by-law.

The By-laws regulating the Sweeping of Footways merely provided for an extension of time in the morning.

In the preparation of these By-Laws the assistance rendered by the Lord Mayor was invaluable.

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### CODIFICATION OF BY-LAWS.

The important matter of codifying the numerous sets of By-laws and Amending By-laws, which have been approved and adopted during recent years, has frequently been under the consideration of the Lord Mayor, who fully recognises and appreciates the advantages which would accrue from codification and proper indexing, and it is intended to submit the matter to the By-laws Committee, at an early date, with a view to the necessary action being taken.

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### STATUTES RELATING TO MUNICIPAL ADMINISTRATION.

The advisability of including certain statutes in a convenient form for the use of members of the Council is a matter of necessity, and has been urged by the Lord Mayor for some time past; the existing volume, owing to the consolidation which has taken place, being practically out of date. In compiling a new volume it is suggested that only those Acts of Parliament which have a direct bearing on the Council's administration should be included, and a recommendation to this effect will be laid before the By-laws Committee in due course.

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## LEGISLATIVE.—NEW BUILDING ACT.

The urgent need which exists for a new Building Act on modern lines and containing modern provisions is beyond question, and is, indeed, beyond the range of argument. This Act, or By-laws to be made thereunder, should provide for the streets being vested in and under the control of the Council, who should have civil remedies of the owners of the soil in establishing, maintaining and defending public rights; provisions regulating buildings on land not under the control of the Council; for depositing with and retention by Council of plans and sections showing the width and vertical heights of any proposed new street for approval or otherwise; for compelling the proper formation of private streets or ways; for regulating the position of gas and water pipes; powers to acquire premises for municipal purposes; powers to regulate the line of buildings and for regulating the construction of carriage crossings; powers prohibiting buildings from being brought forward; powers with regard to the commencement of works and removal of works made contrary to regulations; powers for the proper numbering and naming of streets; for regulating projections of houses; powers to prohibit other than in public halls or buildings of the like kind, the opening of doors outwards on any street; for regulating water spouts affixed to houses or buildings; for penalties for continuing deposits of building materials or excavations an unreasonable time; for not fixing lights on deposits of building materials or excavations; for failure to erect hoarding or affixing other suitable protection to the public while repairs or alterations are proceeding; for failure to enclose dangerous buildings; provisions for the re-modelling of slum areas; for adequate precautions against risk of fire; for the regulation of party and gable walls; for limitation of the height of buildings in crowded districts; for the regulation of footings and foundations, chimney breasts, flues and chases, and for joist filling to be done with incombustible material; for regulating the thickness of stone or brickwork round flues, thickness between flues, thickness of sloping flues, arches supporting flues; for providing for air space at the rear of any new building exclusively belonging thereto; for providing that the air space of existing houses shall not be reduced without the approval of Council; for the ventilation of basement floors and for damp proof and rat proof construction of basements; for regulating the height of habitable rooms; for the ventilation of public as well as private buildings; for regulating the construction of house drains and ventilation thereof; for draining the sites of new buildings; for basement levels to allow for drainage; for the erection of soil pipes, and for regulating lavatory, bath and sink wastes; powers to close all buildings certified as unfit for human habitation; for escapes in cases of alarms, etc., etc. During the last two years the Council has done much towards collecting and classifying the subjects on which legislation is urgently needed. A draft Bill has been prepared, which the Lord Mayor is pressing forward, and it is hoped that in the interests of the public a comprehensive measure of the character indicated will shortly be placed on the Statute Book. The City Surveyor, the City Health Officer, and the City Building Surveyor effect a great deal at the present time, considering the very limited powers possessed by the Council; but the City will never be properly regulated and controlled until an exhaustive measure of reform is granted in the direction named, and the sooner this is recognised by Press, People, and Parliament, the better will it be for the community.

The City Building Surveyor heartily concurs in the views enunciated as to enlarged powers, and is very desirous that the Bill should be pressed forward with all expedition.

### ROYAL COMMISSION.—WATER SUPPLY.

The important question of an adequate water supply for the metropolitan area has engaged serious attention during the past year. Fully alive to the seriousness of the situation occasioned by the prolonged drought, the Hon. the Premier determined to appoint a Royal Commission to make searching investigation and report upon the whole question and situation with a view to prompt steps being taken to bring the water supply into line not only with present but future requirements. In the first instance a Departmental Enquiry was ordered by the Minister for Works, the Hon. E. W. O'Sullivan, but as this enquiry proceeded it was deemed desirable to enlarge its scope by constituting a Royal Commission which would have more power and authority than an ordinary Board of Reference. The Royal Commission, as originally constituted in March last, consisted of Mr. J. Davis, Under-Secretary for Public Works, as Chairman; Mr. Henry Deane, Engineer-in-Chief for Railway Construction; Mr. W. K. Vernon, Government Architect; Mr. W. J. Hanna, Commissioner for Roads and Principal Engineer for Roads and Bridges; Mr. T. W. Keele, Principal Engineer for Harbours and Rivers; Mr. L. A. B. Wade, Principal Engineer for Water Supply and Sewerage Construction; The Lord Mayor of Sydney, Alderman Hughes; and Mr. E. W. Knox, Managing Director of the Colonial Sugar Refining Company. In constituting the Royal Commission, the Hon. the Premier stated that there was no antagonism to the Water and Sewerage Board, the desire being to satisfy the Government and the public as to the sufficiency or otherwise of the present water supply, concerning which there appeared to be great doubt.

The Commission, after holding eighteen meetings and examining twenty-four witnesses, submitted a Progress Report, under date 28th April, 1902, in which it was recommended that works amounting in the aggregate according to the estimates to £225,920 should be put in hand, such works being necessary to improve the existing means of conveying and distributing the water of the City and suburbs of Sydney. In their second report, issued 7th July, the Commission dealt with the immediate necessity of at once taking steps to provide additional storage accommodation, the majority recommending the construction of a storage dam on the Cataract River to impound 7,000,000,000 gallons at an estimated cost of £126,000. A minority report signed by the Lord Mayor, Mr. Thomas W. Keele, M.I.C.E., and Mr. L. A. B. Wade, A.M.I.C.E., was also submitted concurring in the report of the majority and in the recommendation that an additional storage of 7,000,000,000 gallons is sufficient for present requirements, but stating that as the catchment area is limited to 354 square miles, the minority considered it necessary that when increased storage may be required from time to time, the fullest advantage should be taken of opportunities to impound water at the cheapest rate, if it can be done without undue risk, and as the site for the proposed dam in the Cataract River and the basin above it afford exceptional facilities in this respect, and they were also satisfied that the quantity of water available from the catchment area above the site, as shown from the returns of the actual discharge of the river during the last seventeen years, is sufficient to warrant a greater storage than can be ultimately procured at this place under the proposal recommended in the body of the report, they were of opinion that the dam should be constructed of such section as would admit of its being raised at some future time so as to impound 18,200,000,000 gallons at a total capital cost of £217,500. For the present, however, they were of opinion that it should be built to a level sufficient to impound 7,000,000,000 gallons at a capital cost of £186,000.



The duty of considering and reporting upon the expediency of constructing a concrete dam across the Cataract River, about half a mile below its junction with the Cataract Creek, in connection with the Sydney Water Supply System, was referred to the Parliamentary Standing Committee on Public Works. This Committee after an exhaustive enquiry came to the conclusion that additional provision for the storage of water was absolutely necessary, and they therefore recommended the adoption of the proposal for the construction of a dam to impound 18,200,000,000 gallons of water, at an estimated cost for construction of £217,500, for the following reasons:—

- (a) It was certain that in the very near future the requirements of the City would largely increase, and in their opinion provision should be made to meet such requirements to the fullest possible extent without again having to limit the consumption
- (b) The evidence showed that the small dam would not exhaust the capabilities of the portion of the catchment area affected by it, and the Committee were strongly of opinion that the fullest possible use should be made of the natural advantages of the site before occupying another.
- (c) From the financial point of view also the Committee were of opinion that it would be better to make provision at the present time for a period exceeding a limit of ten years rather than have to construct a series of small dams from time to time, not only at an ultimate greater capital cost, but resulting in an ultimate greater permanent charge on the revenue.

It will thus be seen that the Parliamentary Standing Committee on Public Works concurred in the views as expressed in the minority report of the Royal Commission.

With regard to the Scheme as approved, it may be added that the concrete wall to be provided will be 160 feet in height, impounding 150 feet in depth of water, and the cost of the scheme as estimated, viz., £217,500, is at the rate of £11 19s. per million gallons. In support of this alternative scheme, it was argued that provision would be made for a much larger supply of water for a greater number of years at a comparatively lower cost of construction; but while it was recommended on these grounds, it was pointed out that for the present the dam could be erected to the height of the one as proposed in the majority report, viz., 120 feet, leaving the additional 40 feet to be added when required; by which method of construction the immediate cost would be considerably reduced, while the foundation of the dam would be of the strength necessary to bear the extra height of concrete when larger storage capacity became necessary. Omitting the upper 40 feet of the dam and the waste weir, the top of the dam being modified to serve for the present as a waste weir, the quantity of water impounded would be 7,115,000,000 gallons as in the case of the proposed smaller dam, and the total cost as estimated would amount to £186,000, while the cost per million gallons stored would be £26 3s., this amount being reduced to £11 19s., and the total cost being increased to £217,500 on the completion of the dam to the height of 160 feet, when the quantity of water stored would be as already stated, 18,200,000,000 gallons. A study of the several reports from which the foregoing information has been abstracted, with the minutes of evidence and the plans accompanying the same, has been especially interesting and instructive, and exhibits the painstaking care bestowed upon every item by the Royal

Commission and the Parliamentary Standing Committee on Public Works in the course of their investigations.

At a subsequent stage the Commission was enlarged by the addition of Mr. J. Garrard, President Metropolitan Board of Water Supply and Sewerage; Mr. J. Barre Johnston, President of the Chamber of Commerce; Mr. J. P. Wright, President of the Chamber of Manufactures; and Mr. J. F. Smith, M.L.A.

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### METROPOLITAN WATER SUPPLY.—THE DROUGHT.

According to the annual report of the Metropolitan Board of Water Supply and Sewerage, kindly furnished by Colonel Holmes, Secretary to the Board, it appears that as a result of the unprecedented drought from which the metropolitan area, and indeed the whole State generally, was suffering, the water level in the Storage Reservoir at Prospect gradually receded to an alarming extent. On the 12th November, 1901, the water was flowing over the waste weir. From that date it consistently fell, practically no rain having fallen, until at the beginning of June, 1902, seven months later, it had reached the limit of the flow by gravitation, representing a loss of approximately 5,809,000,000 gallons, when pumping from the Reservoir had to be resorted to in order to maintain the supply. At 30th June the level of the water was 175·98 Reservoir level, and the quantity stored 5,349,000,000 gallons, whereas at the corresponding period of the previous year the level was 191·79 Reservoir Level, and the quantity stored 9,800,000,000 gallons, a difference in level of 15·81 feet, representing about 4,451,000,000 gallons, or 222 days' supply to the City and Suburbs, calculated at 20,000,000, gallons per day.

When it became evident that the water in the Reservoir would fall below the gravitation limit, enquiries were made by the Board as to where suitable pumping plant could be obtained. This machinery the Board were fortunate in having placed at their disposal, a portion being purchased from the Federal Sluicing Company, of Braidwood, through the agency of Messrs. Gibson, Battle and Company, and the balance from Messrs. Robinson Brothers, of Melbourne.

The plant has been arranged in duplicate and consists of nine centrifugal pumps. The Northern or principal unit (five pumps) has a capacity of from twenty-five to thirty-three million gallons per day at thirty feet lift, and the Southern unit (four pumps) is capable of raising from twenty to twenty-two million gallons per day a height of thirty feet. The erection of this machinery was completed by the Board's staff ready for work within five weeks from the date of commencement.

The situation was considered so serious that it was deemed advisable in order to prolong the period over which the available supply would extend, to restrict the use of water to domestic and trade purposes. Appeals for co-operation in the prevention of waste or misuse were made by advertisement, and personally by circular to all consumers, and the Board are pleased to acknowledge the ready response to such invocations which has enabled them to overcome the difficulty without having to resort to a system of intermittent supply.

No rain having fallen, the level of the Reservoir continued to drop until 11th October, when it reached its lowest level, namely, 172·3 feet above high water mark; whereas at the corresponding period of the previous year the Reservoir was full, the difference in the level between these two periods being 24·3 feet, representing about 6,892,000,000 gallons, or more than half the capacity of the Storage Reservoir. During



October good rains fell upon the catchment area, and the daily flow into the Reservoir increased considerably, until it reached on 18th December, the maximum flow which the head works are capable of carrying, namely, 150,000,000 gallons per day. At the end of the year, 31st December, the level of the Reservoir was 185 feet, representing a quantity stored of 7,674,000,000 gallons, or about 380 days' supply, calculated at 20,000,000 gallons per day.

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### PUBLIC ABATTOIRS.

It will be within the recollection of the Council that the Parliamentary Standing Committee on Public Works had referred to them by the Legislative Assembly the duty of considering and reporting upon the expediency of removing the Public Abattoir from Glebe Island, and re-erecting the same on a more suitable site in the vicinity of the Corporation Sale Yards at Homebush or other suitable locality. The reasons for this reference, as explained by the Honourable the Minister for Works, when moving, in August, 1900, the resolution in the Legislative Assembly, were, first, the desire on the part of a large number of people to have the Abattoir further from the City, caused by the alarm felt at the outbreak of plague; and, secondly, the opinion of the butchers and others interested in the meat trade that an entirely new Abattoir, much closer to the Sale Yards than the present one, is necessary; and during the course of the enquiry other reasons were submitted by the President of the Board of Health, and others qualified to judge, to the effect that the present buildings at Glebe Island, which were established under the Act of 1850, are of wrong design, inadequate to the business which should be done in connection with them, and hopelessly out of repair. The enquiry by the Committee was of the most exhaustive and painstaking character, the sittings extending over many months, and embracing evidence of a voluminous nature, given by 111 witnesses, more or less interested in the subject.

On the 26th November, 1901, the Council, on the motion of Alderman S. E. Lees, seconded by Alderman Fitzgerald, unanimously resolved,—“That this Council affirms the desirability of the Abattoirs being placed under its control immediately upon removal from Glebe Island, in order that the management may be regulated in conjunction with the Sale Yards,” and it was at the same time ordered that such resolution should be forwarded to the Hon. the Premier and the Chairman of the Public Works Committee. Evidence was given in 1901 in support of the Council's views by Sir James Graham (the then Mayor), and Alderman S. E. Lees and Mr. J. Neale Breden (Superintendent of Corporation Assets).

In January, 1902, the members of the Council, accompanied by myself, were conducted over the Abattoir by Mr. Houghton (the Consulting Engineer), and Mr. King (the Secretary of the Board of Health), on which occasion a thorough inspection was made of the establishment and the arrangements there, the consensus of opinion being that the Abattoir was in every respect unsuitable and ill-adapted for the requirements of the City.

The Lord Mayor shortly afterwards gave valuable evidence before the Public Works Committee in relation to the matter, and particularly with regard to the question of municipal control, the Lord Mayor feeling strongly that it is absolutely necessary, for the preservation of public health and the furnishing of a proper meat supply to a large city like Sydney, that the Cattle Sale Yards, the Abattoirs, and the subse-

quent inspection and sale of dead meat should be vested in one controlling authority, and that, as exercised by every municipality of note in Europe and elsewhere, such functions properly devolved upon the City Council. The Lord Mayor also gave further evidence in favour of the Homebush site, and evidence in relation to the financial part of the scheme; and, further, that in Great Britain, where in many of the large cities Abattoirs were necessarily in the heart of a dense population, they are conducted substantially without being any nuisance, and that with the provision of proper appliances they can be so conducted, and to the satisfaction of the citizens.

It was my privilege to corroborate the Lord Mayor in many respects as the result of personal knowledge and experience, and to give additional evidence with regard to the Public Abattoirs at Buda-Pesth, Strasburg, Cologne, Brussels, Berlin, Frankfort-on-the-Main, Leipzig, Birkenhead, Douglas, Chorley, Barrow-in-Furness, and other cities and boroughs, being entirely under the control of the Municipality, and to point out that the actual control and management of the Public Abattoirs is the connecting link appertaining to the proper and efficient administration of a most important branch of the Public Health Department. In support of this view it was urged that in the first place the City Council has the control and management of the Sale Yards at Flemington, this function devolving upon them by inherent right as representatives of the people, and being in strict accordance with the great fundamental principle underlying and governing municipal works of this character. Secondly, they are entrusted with the important duty of meat inspection *when* the meat is offered for sale, and in order to connect and complete their responsibility, and thus ensure efficiency, they ought to have control of the Abattoirs so as to have complete inspection of the carcasses *when* being slaughtered.

The Public Works Committee on the 16th June, 1902, presented their report to Parliament, in which it was stated that after due enquiry the Committee had resolved that it is expedient the Abattoir should be removed from Glebe Island and that new buildings should be erected on Homebush Point in close proximity to the existing Cattle Sale Yards. With regard to the question of the control of the Abattoirs the Committee reported the views submitted to them in evidence, but did not make any recommendation thereon. As this matter is of vital importance, I epitomise them as abstracted from the report of the Committee.

Under present conditions the Abattoir at Glebe Island, including the slaughtering of the stock, is managed by the Board of Health for the Government, while the inspection of meat exposed for sale in the retail butchers' shops, and the control of the Sale Yards, is in the hands of the Sydney Municipal Council, who own the yards, and derive a considerable revenue from them.

The Board of Health are of opinion that the supervision of the slaughtering of cattle for the food of man is a municipal duty, which might very well be handed over to the City Council, or to a combination of Municipal Councils. The President of the Board, in his evidence given before the Committee, says he does not know of any country where Abattoirs are directly provided and managed by the Government. In every instance with which he is acquainted, this business is carried on by some local authority. This evidence I strongly corroborated and furnished examples of municipal control.

The President of the Board of Health again says it is very difficult to guess the reasons that caused the Government to call upon the Central Health Authority of the State to manage a commercial concern which yields a considerable revenue, and consequently the Board have

often sought to be relieved of a responsibility which they consider has no relation whatever to their proper function. The inspection of meat for health directly concerns the Central Health Authority, who, he thinks, should continue to determine the rules of inspection, the conditions of slaughtering necessary to ensure complete inspection, and the qualifications and appointment of inspectors; but all else relating to the slaughtering of stock and the distribution of meat, should be carried out by the City Council, or the City Council and the suburban Councils combined. The tenor of this evidence again was strongly corroborated by the Lord Mayor and myself, but after the apathy and indifference manifested by certain of the suburban Councils in relation to the outbreak of plague, I hope the idea of perpetuating divided control and responsibility connected with the Public Abattoirs will not be seriously entertained.

The City Council properly consider that all matters connected with the Public Abattoir should be in one set of hands, and those hands theirs. For the preservation of the public health, and the furnishing of a proper meat supply to a large city like Sydney, it is absolutely necessary, in their opinion, as stated by the Lord Mayor and corroborated by other witnesses, that the Cattle Sale Yards, the Abattoir, and the inspection and sale of dead meat, should be under one authority, and that, according to all examples, should be municipal authority. This the Council have represented to the Government, and in asking that the propriety of municipal control over the Abattoir should be recognised, they point out that, provided they can obtain the necessary power to borrow the money for the purpose, they are willing to build a proper Abattoir, which shall be subject to the approval of the Board of Health, and a meat market, and undertake the entire financial responsibility of their management. Under the Public Health Act, the Council have power to construct Abattoirs wherever they please, subject to the approval of the Board of Health; but, without authority from Parliament to borrow, they are unable to raise the necessary funds to carry out the work, as their powers of taxation are not sufficient for the purpose. With full control of the Abattoir as well as of the Sale Yards, and each within a reasonable distance of the other, the Lord Mayor has no doubt they could be managed economically, and with much better results generally than is possible under the present system.

The Stock salesmen, representing the stock owners, would prefer the Sale Yards in the hands of the Government, their object being a reduction of the dues now paid; and the butchers are satisfied with the present control of the Abattoir, as they can see in any alteration in the direction of municipal control a possibility of higher charges being imposed than are likely under the existing system.

In September last the Council determined to approach the Government upon the matter, and to this end the whole Council decided to wait upon the Hon. the Premier by deputation. The Lord Mayor, supported by Aldermen S. E. Lees, R. D. Meagher, M.L.A., and J. D. Fitzgerald, made a strong representation in favour of the view entertained by the Council, that the Public Abattoirs should be placed under municipal control, and a strong case for their transference was made out, the Press afterwards warmly supporting the proposal of the Council. The Premier, in reply, stated that he thought the Abattoirs should be controlled by the Council, but he could not definitely promise that this would be done. He, however, promised to bring the matter before his colleagues, and he would do all he could to expedite the matter, and hoped to be able to give the Council an answer that would be regarded as satisfactory. Under these circumstances it is reasonable to assume that a change in jurisdiction will eventually be made.



## GREATER SYDNEY.

Although no tangible results have hitherto accrued, the vital question of a Greater Sydney, the necessities for which every day become more and more apparent, has advanced a stage during the past year. In April last a preliminary meeting of citizens, convened at the instance of Alderman Fitzgerald, was held to consider a proposal to refer the question of a constitution for a Greater Sydney to a drafting convention. At this meeting it was decided that the citizens of the metropolitan area should take immediate steps to create a Greater Sydney and that a public meeting should be convened to form a Greater Sydney League. The public meeting, presided over by the Lord Mayor, was accordingly held, at which the following resolutions were agreed to:—

1. "That it is necessary that the citizens of the metropolitan area should take immediate steps to create a Greater Sydney."
2. "That with the object of the foregoing resolution in view, a popular convention be elected from the Greater Sydney area for the purpose of framing a constitution for the more effective government of such area, not voting as one constituency."
3. "That in furtherance of the foregoing resolutions a deputation wait on the Premier and request him to carry out the provisions of resolution 2; such deputation to consist of the Mayor and Aldermen of the City and suburbs and any others who may attend."
4. "That in order to advance the Greater Sydney movement, a league be formed to be called the Greater Sydney League."

In accordance with the decision of the meeting a deputation waited upon the Hon. the Premier and Chief Secretary to ask that a Bill might be introduced under the auspices of the Government to enable the citizens to hold a convention very much on the lines of the Federal convention, such convention to frame a constitution and then submit it to a referendum of the citizens, who could decide for themselves as to what is the best form of union.

The Hon. the Premier stated in reply that the proposition met with his cordial sympathy and he thought in future it would have his support. The proposition submitted appeared to him to be a reasonable one for the purpose of representing municipal life to see if something practical and tangible could not be done to improve the present system. As to the request of the deputation, the Premier intimated he would bring in a Bill to ask Parliament to agree to the convention being held for the purpose of formulating a practical scheme to bring about the object desired. The Premier hoped to see the scheme adopted, and he felt sure there would be a fruitful result as regarded the health of the City and in regard to the important matter of sanitation.

In June last the Legislative Assembly appointed a Parliamentary Select Committee to inquire into the question of Greater Sydney. Numerous sittings were held and voluminous evidence submitted, and the report of the Committee is awaited with much interest.

On the question of a Greater Sydney, which has for some time been engrossing attention, my views are by now fairly well known, and whilst at the outset I was not prepared to commit myself, now that I have had an opportunity to observe the local conditions I think it right to signalise my first annual report by clearly stating that I heartily advocate the broad platform of administrative reform in this direction. I

have perused with considerable interest the minutes, proceedings and correspondence connected with the Conference of Municipal Delegates appointed to formulate a scheme for the better local government of the metropolitan area presided over by the then Mayor, Sir Matthew Harris, M.L.A., in May, 1900, and heartily endorse the general conclusions come to by such conference, and especially that complete unification of municipalities within an area to be approved is the only satisfactory solution of the problem of effective municipal government. In my opinion the present system of divided control in the metropolitan area is diametrically opposed and even inimical to the best interests of the community, inasmuch as effective municipal government is rendered practically impossible under the conditions prevailing. In support of this view it is not necessary to claim an ideal perfection for all City institutions and their administration, nor do I take up any such position. But looking at the City and its history, that history, which is largely the history of New South Wales, not in the captious spirit of a critic always grubbing underground, but with that generous and forbearing temper which ought to distinguish the fair-minded critic, it may be safely affirmed without fear of contradiction that the City of Sydney has deserved uniformly well of the country; that at several great crises its citizens have proved themselves to be made of the best; and that Sydney is justified in asking for extended municipal powers, and in the anticipation that in the near future it may be privileged not only to emulate but to excel the worthiest traditions of the best regulated and best governed cities of the Empire; that it may in very deed be the fourth commercial port of the Empire, not as gauged by mere imports and exports, but in real living municipal significance.

The entire absence of any consolidation of local government and its natural sequence, a logical distribution of municipal power coupled with the existence of a multiplicity of authorities, leads to strange diversity of administration, with the inevitable result that the community as a whole is bound to suffer, and does suffer. The experience acquired in the early part of last year in combating the outbreak of plague was in itself adequate testimony to the evils engendered by dual control and divided responsibility. Thoughtful observations on this point will do much to dissipate any mists of prejudice which may obscure the real situation from many eyes. Considering the importance of the subject, and the imperative necessity for co-ordination, it is to me a matter of much surprise and regret that so little interest in the question of amalgamation, and enlarged and more comprehensive powers is manifested by the general public. It must be patent to all that our present system is defective and inadequate to the needs of a growing city, and that a measure of civic government, systematic and responsible, which will at the same time be both progressive and economical, is imperatively necessary, and that new duties and new responsibilities, and enlarged areas of jurisdiction must be conferred by statute to bring Sydney into line with the developments consequent on modern progress in modern cities. I am indeed truly sorry to give expression to my convictions in this regard, but it is nevertheless true that the powers with which the City Council are at present endowed, and which form the "basic principle," to quote a somewhat historic phrase, of present-day municipal government in the City of Sydney, is avowedly the weakest spot in the whole municipal system.

In relation to the question of unification or federation, I respectfully submit that as occasion has arisen during the past year there has been no uncertainty in my personal pronouncement, and that after careful observation of existing conditions, while paying all respect to the



views of federation protagonists, I unhesitatingly give my adhesion to unification, feeling satisfied that when local feeling is eliminated from the question, and the subject is discussed in the cold clear light of reason, and not through the apparently distorted medium of what must be regarded as false sentiment, and still falser economy, the decided advantages of unification *versus* federation cannot fail to be acknowledged. At the same time I am not in favour at the present juncture of embracing the whole of the metropolitan area within the scheme, as I consider that the unification of the densely populated area immediately adjacent to Sydney will be sufficient to meet existing requirements, leaving future extensions to develop, as they have done under precisely similar conditions in Liverpool, Manchester, Birmingham, and Glasgow. Compared with other large commercial centres I may be permitted to point out that Sydney, which statistics prove is the fourth maritime port in the British Empire occupies a most insignificant position as regards the limits of its municipal jurisdiction, seeing that the City of Sydney covers an area of four and a half square miles only. Comparisons with other large cities are indeed invidious, the areas in square miles in such cities being as follows:—Paris, 30; Berlin, 24; Greater New York 317; Liverpool, 24; Birmingham, 20; Manchester, 20; Sheffield, 37—the most recent example of unification; and Leeds 33. In England the tendency to amalgamation is still on the increase. Manchester is even now proposing to absorb the adjacent Borough of Salford. Plymouth, Devonport and Stonehouse are considering proposals of amalgamation, and the great pottery centres of Staffordshire have similar proposals before them. Surely it must be self-evident that as all these great cities are municipally governed by *one* complete central government a Greater Sydney can be equally well governed in accordance with unity of interests. As regards the methods of bringing about a Greater Sydney, it is contrary to human nature to expect suburban aldermen to commit municipal suicide by mutually agreeing to perform the happy despatch and extinguish themselves, and on this question the example of London may well point a moral and adorn a tale. Conference after conference was held in London, and Royal Commission after Royal Commission was appointed without effect in relation to finality of agreement, the London Local Authorities being disinclined to surrender their independence. The most important of these was that known as the “Rosebery Commission,” which was appointed “to consider the proper conditions under which the amalgamation of the City and County of London can be effected, and to make specific and practical proposals for the purpose.” Sir Henry Fowler, G.C.I.E., then President of the Local Government Board, determined that the Commission should be composed of a distinguished member of Parliament, well-known and universally esteemed by political friends and foes alike for his strict impartiality and discerning judgment, the Right Hon. Leonard Courtney; Sir Thomas H. Farrer, now Lord Farrer; Sir Home-wood Crawford, the Solicitor to the City Corporation; the Mayor of Liverpool, Mr. R. D. Holt; and the then and present Town Clerk of Birmingham, Mr. E. Orford Smith, the acknowledged doyen of Town Clerks, the Gamaliel at whose feet I have often sat. These gentlemen, undoubtedly, knew all that could be known of British municipal law and municipal administration in general, and were possessed of special qualifications to consider the best means of finding a solution to London's very peculiar problems. An American writer commenting on their report says:—“The conclusions reached constitute not only a remarkably statesmanlike plan for the accomplishment of London's task of municipal reconstruction, but they form a very valuable contribution to the science of administration as applied to large metropolitan

areas." The report was recognised on all hands as the best that had ever been presented on the subject, but the Unionist Government of the day could not see its way to adopt it as the basis of a bill for the better government of London. But in 1899 the present Government, largely actuated by political and party reasons it is true, determined to place a measure on the Statute Book nominally providing for the better government of London, and numerous local bodies thereupon became amalgamated. The scheme of the Rosebery Commission, however, when compared with the Act which called the London Borough Councils into existence, is as "Hyperion to a Satyr," as, indeed, the Act of 1899 is not fit to be placed in the same category as the broad scheme formulated by the Rosebery Commission.

This Act, however, had one good result, as it abolished 127 local governing bodies, which consisted of twenty-nine administrative Vestries, forty-four non-administrative Vestries, twelve District Boards, one Board of Health, twelve Burial Boards, nineteen Boards of Library Commissioners, and ten Boards of Baths and Washhouses Commissioners. The twenty-eight Metropolitan Borough Councils which took over the above bodies have not more than 1,362 Councillors elected and 230 Aldermen appointed members, who now perform the necessary work that was done formerly by 4,732 elected and 587 *ex-officio* and appointed members. The bodies extinguished were extinguished in the most drastic manner. The most pathetic representations to the present Prime Minister, then First Lord of the Treasury in Lord Salisbury's Government, praying for separate existence, and pleading for municipal autonomy so as to preserve the maintenance of local interest in local affairs, had not the slightest effect on the powers that be, but were unceremoniously thrust aside as of no account.

Having regard, therefore, to the experience of London and without attempting for one moment to anticipate the decision on the proposed referendum to the Convention or the Parliamentary Select Committee, I honestly believe that the real constitution of a Greater Sydney ought to be undertaken by the Government of the day with a broad, comprehensive scheme; that party politics and local jealousies should be completely ignored; and the question once and for all approached in a businesslike and statesmanlike manner in the best interests of the metropolis of New South Wales as a whole "the greatest good for the greatest number," so as to create a city with enlarged powers of civic government worthy of the name; and not, as at present, with powers far and away less than those possessed by English Boroughs with 20,000 inhabitants—powers and jurisdiction which would enable Sydney to take and maintain its proper position amongst the great cities of the world, a position which it at present certainly does not occupy municipally.

The possibilities of Sydney as an ideal municipality are, in my opinion, large, and this is a fact practically unchallenged and unchallengeable; but these can never be attained or developed until the Government and the existing suburban Councils actually realise their responsibility in the matter, and are prepared by a spirit of self-sacrifice and self-abnegation to recognise that an ideal City with an ideal City Government is a goal to be aimed at by all, irrespective of the interne-cine conflict engendered by stress of party politics, State or Municipal.

In conclusion on this important subject of a Greater Sydney—a bold idea it may be, and under present conditions I feel somewhat pessimistic as to its progressing beyond the stage of an ideal idea—permit me to say that, while examples of the advantages derivable from amalgamation can be furnished *ad libitum*, the matter is one which must

be dealt with on general principles and not entirely on local considerations. The case must be considered on its merits, for no two cases are precisely parallel in their application or in the circumstances which constitute the necessity. To become an accomplished fact, the constitution of a Greater Sydney not only requires a sympathetic Government, a sympathetic Parliament, a sympathetic Council, but a sympathetic people, and until that sympathy becomes intense instead of lukewarm, and thereby irresistible in its influence, no further satisfactory progress is likely to be made.

As to the true value of municipal government, trusting the people to govern themselves, many admittedly high authorities can be quoted. Speaking at Glasgow, in 1897, Mr. Chamberlain said:—"I believe that the improvement in the present social condition of the working classes is more largely due to municipal government than to any other cause. Municipal government is in close touch and sympathy with the people. It is nearer to them than any Parliament can be, and accordingly it seems to me that much of its legislation, unambitious no doubt, is yet more beneficent than the work which we do so laboriously and so slowly at Westminster." And again in the course of the same speech:—"It is through the operations of these municipal institutions that after all, the greatest practical advantage has accrued to the masses of the people."

At Swansea, in December, 1901, Lord Rosebery, himself the Chairman of the Epsom District Council, said:—"I hold that municipal work compares very favourably in point of utility with the work of the House of Commons, or even of the House of Lords. I do not think our people understand how much larger and more noble and more useful this municipal life is becoming year after year. It grows and grows out of proportion to the growth of the importance of the Imperial Parliament. Each year men are more and more engrossed in the work of their own locality, in developing their own locality, in making that locality more useful, more beautiful and a better place for men and women to live in."

And yet again, at Leeds on the 30th July last, Lord Rosebery said:—"I am in favour of everything that adds dignity and power and responsibility to the great elected municipalities of this country. The more that you can give them to do within what I conceive to be their province, the more duties, the more power, the more importance you can give them, the better it will be for them, the more good men it will attract to their service, the more it will relieve a congested Parliament, and the better it will be for the country at large."

And finally, it may not be out of place to refer to the admirable obituary notice of the late Cecil Rhodes, which appeared in the *Times*, wherein strong emphasis is laid on the deceased Imperialist's deep-rooted faith in the efficiency of united local government. He held that "the instinct of local self-government was inherent in the Anglo-Saxon race, and that if there was one lesson more emphatic than another, which English history teaches, it is that the man on the spot knows better how to manage his own affairs than any centralised authority at a distance." Commenting on this theory, always enunciated by Mr Rhodes, it has been said that the chief element of England's greatness as an imperial and colonising power is in fact to be traced direct from the representative government to the local communities, manifested in the meetings of the wise men of the parish in the Anglo-Saxon period, and to-day this is fully exemplified in the Parish, District, Borough, City, and County Councils in Great Britain and Ireland.

It is, indeed, the British application of the theory of "the man on the spot" knowing his own business best, which has differentiated



British Colonial policy from that of continental powers, and established a freedom and independence of local life which individual foreigners have not been slow to recognise in a practical manner by flocking to the British Colonies in preference to those maintained under the *ægis* of their own countries. Mr. Rhodes's faith in local government found its corollary in his desire to see Parliament rid of much of the local work with which it is overweighted, and, as is well known, his opinions in this direction prompted him to render practical support to the Irish Home Rule crusade. He was of opinion that the Imperial Parliament did no work as constituted, and that it was rapidly degenerating into a mere vestry meeting, and could not be anything else so long as it is choked with vestry questions.

The analogy is obvious, and needs little comment. However, as a very humble exponent of the higher municipalism, and an ardent advocate of extended powers, I heartily endorse the opinions of these eminent authorities—statesmen of the first rank. No one can deny that the great municipal governments of Great Britain are a legitimate object of national pride, and worthy of emulation. Like all human institutions they are imperfect institutions, but as such they are incorruptible, possessed of far greater "go" and activity than any Department of State, and infinitely more practical and businesslike in the despatch of affairs than the Imperial Parliament itself. The members comprising these municipal governments have not only won the respect of the populations they serve, but the local government which they have controlled and administered has commanded the admiration of Parliament, irrespective of party. When they have been so successful in Great Britain, surely they can be successful here, if only endowed with similar privileges, similar duties, and similar rights, powers and responsibilities to enable them to cultivate that active municipal progress and that purity of local administration which is in accordance with the best and noblest aspirations and traditions of the British peoples in all the dominions of the Empire, and which has been a distinguishing trait of the national character since the earliest period of history.

In making these observations, which are not made in any captious spirit, because criticism is only salutary and justifiable so far as it is fair, I need scarcely say that they are made from the purely municipal standpoint, and that as a municipal officer I have nothing to do with politics, and have a profound respect, as becomes an Englishman by birth and an Australian resident by choice, for the Government of the day. The traditions of government demand veneration, and esteem for the Government of the day precludes even apparently hostile criticism on my part.

In municipal life it is principles which are advocated, and no earnest advocate of the higher municipalism will be against a Government or an individual or a section with reference to measures purely municipal, for it must be remembered that however much sentiment attaches to it, the chief functions of government are presumed to be modern and practical, and the people have a right to expect that they shall be discharged in accordance with the best modern and practical methods. The desired end of a Greater Sydney will be attained in large measure by a firm and consistent policy of amalgamation and unified interests, consummating into a Greater Sydney which may ultimately become the pride of New South Wales and the glory of the Commonwealth.

## ELECTRIC LIGHT UNDERTAKING.

The past year has shown a considerable and distinct advance with regard to the rate of progress made in connection with the Electric Light undertaking for generating and supplying electricity throughout the City of Sydney. As the work is now making fair and appreciable progress in many directions, a brief historical epitome of the proposed undertaking, together with a condensed description of the works already in progress and in immediate contemplation, accompanied by a summarised statement concerning the primary objects for which electricity is being provided by the Council, will no doubt be of some little interest, especially to those members of the Council who are not conversant with the circumstances attending the inception of the scheme and subsequent proceedings.

In the first place, I may point out that the undertaking is being carried out pursuant to the provisions of an Act of Parliament passed in the year 1896, and which was promoted and obtained during the Mayoralty of Sir William P. Manning, who took considerable personal interest in the question. This Act is intituled as follows:—

“An Act to enable the Municipal Council of Sydney to light the streets, also public and private places of the City of Sydney with the Electric Light, and also places outside the said City, and to exercise all powers necessary for such purposes, and for the generating and supply of electric power, and for the above purposes, to raise by debentures the sum of two hundred and fifty thousand pounds.”

The first practical step which appears to have been taken with the acknowledged object of putting the powers conferred by the Act into operation was in December, 1898, when the Council appointed an Electric Lighting Committee to consider the advisability of undertaking the supply of electricity and the proper method of procedure to be adopted to attain the desired end. In January, 1899, an important minute was issued by the Mayor, Sir Matthew Harris, from which the following is an extract, and with which I cordially agree, viz.:—“The potentialities of this force include all that gas can do, and much that it cannot, and its supply will in future become a public necessity.”

The Committee referred to proceeded to hold a most exhaustive and instructive enquiry, during which much valuable expert and interesting evidence was taken, including that tendered by Mr. R. W. Richards, A.M.I.C.E., City Surveyor; Mr. Edward J. Erskine, Electrical Engineer, Manager in Australia for Messrs. Crompton and Co., Limited, London; Mr. J. O. Callender, Electrical Engineer; Mr. P. B. Elwell, Electrical Engineer to the Railway Commissioners of New South Wales; and Mr. Lee Murray, Electrical Engineer, representing Siemens Bros., London. The Committee, in the course of a prolonged investigation, carefully considered the relative merits and advantages possessed by the Welsbach and other systems of incandescent gas, and other forms of illumination, for the streets; also the possibility of utilising water power at Colo Vale; the possibility of obtaining electricity from the Railway Commissioners; and the utilising of a Refuse Destructor as an economic means for obtaining electricity for the purposes contemplated by the Council.

After mature consideration and carefully weighing and analysing the voluminous evidence submitted to them in all its bearings, the Committee decided to formulate a recommendation for submission to Council, which recommendation was subsequently adopted. This recommendation was to the effect that the electric light should be installed in the



City of Sydney for public illumination, and also for private use, at the earliest possible date, as being in the opinion of the Committee the best system of public lighting known, the experience of other cities where the electric light had been installed proving indubitably to the Committee that such public installations are carried out with highly satisfactory financial results to the citizens and the general benefit of the community. It was also determined to obtain the best expert professional assistance from England, and Sir William Preece, K.C.B., formerly Chief Electrician to the Post Office Department at St. Martin's le Grand, and Major Cardew, the equally well-known Board of Trade expert of Queen Anne's Gate, Westminster, were subsequently engaged as Consulting Engineers, with instructions to report on, and prepare a comprehensive well-defined scheme for properly lighting the City by electricity, making due provision for such extensions as might be necessitated at a subsequent period. Major Cardew at a later date visited Sydney, to investigate the local conditions and circumstances bearing on the question preparatory to preparing and submitting schemes for the consideration of the Council.

Seeing that the *personnel* of the Council has changed considerably since March, 1900, I submit the following synopsis dealing with the progress and development of the scheme under Major Cardew.

The instructions given to Major Cardew by the Council on his arrival in Sydney in March, 1900, were that the scheme was to be such as would enable the supply of electricity to surrounding districts to be undertaken by the Council up to a distance of five miles from the Generating Station, but it was stipulated that the first installation of plant and mains should be restricted to the requirements of the City proper; and, further, that street lighting should be by means of arc lamps where practicable, gas lighting to be left for the remaining streets. Acting on these precise instructions Major Cardew proceeded to formulate his recommendations, and which were embodied in a report presented to the Council, on the 22nd March, 1900.

In the first place he recommended the adoption of a high voltage system of supply, either continuous current or polyphase, with the necessary substations for transformation to a low voltage for purposes of distribution. It was likewise proposed that the Generating Plant to be first installed should be of 2,500 horse-power, and that space should be provided in the buildings for an extension of plant up to 5,500 horse-power. An approximate estimate of the cost of the plant, and the revenue to be derived from it accompanied the report. Briefly stated, it was estimated that the cost for the first plant of 2,500 horse-power, suitable for lighting 600 street lamps and 30,000 glow lamps, would be £150,000. In this sum was also included provision for wiring the markets and providing motors to operate the cooling plant. As regards the profit (an important consideration) it was estimated that at the end of the second year there would be a credit balance of £2,496, after providing for interest and Sinking Fund charges, and all working and incidental expenses and disbursements, electricity on this result being supplied for private lighting at 4½d. a unit, and for public lighting at 2·29d. per unit, including the cost of trimming and carbons.

At the end of the fifth year it was estimated that the demand would have increased to about 5,500 horse-power, and that there should then be a credit balance of £12,225 on the year's working, the revenue being calculated at 2d. a unit for public lighting, and 3½d. per unit for private lighting. After making due allowance for a reasonable amount of private lighting, it was estimated that the cost of production would be less than twopence per unit, having regard to the low price

and excellent quality of coal obtainable for the purposes of the undertaking.

In directing attention to the competition already existing between Gas, Hydraulic, and Electric Light Companies, Major Cardew, who was examined at considerable length by the Council on the question generally, pointed out the great importance of encouraging the demand on the Council's undertaking by determining in the first instance upon a scale of charges based on the lowest possible figure compatible with a profitable return from ordinary customers, by offering reduced rates to those who made use of their supply over long hours; by maintaining a regular and constant supply and by offering facilities to small customers as regards the expense of wiring and fitting the premises they occupy.

It was estimated that about 55½ miles of streets could be effectively lighted by means of arc lamps, and that the Town Hall lighting, the power required by the Fish Market, and the pumping of salt water for the streets would furnish a good initial demand for electricity, and at the same time effect useful economies in the cost of these services. Electricity supplied at 4½d. per unit is acknowledged as equivalent to gas supplied at 3s. per thousand cubic feet. In the event of gas being reduced to, say, 2s. per thousand cubic feet as the result of competition, the Council would be in a position to supply electricity at 4d. per unit, without making any loss; and, as already stated, an additional advantage and incentive to the use of electric light could be offered to small consumers by undertaking the wiring of their premises free of charge to the consumer, who, however, would be called upon to pay a slightly increased price for the electricity supplied. Again, in the event of it being found desirable to encourage demand, prepayment electric meters could with advantage be adopted as part of the scheme, such meters having been adopted in many places with marked success and encouragement. In relation to the probable demand for power, it might reasonably be expected that a fair demand would be made, as the testimony available is in favour of electric lifts being operated much more cheaply than hydraulic lifts, and the tendency is certainly in favour of electricity.

It was provided in Major Cardew's report that the mains would all be laid underground, spare ducts being provided so as to obviate, as far as possible, any reopening of the streets to meet increased demand.

The report was most carefully considered and discussed by the Council, and it appeared that in the estimated cost of producing electricity, the price to be paid for coal had been taken at a high figure, the same observations also applying to the interest and sinking fund charges in respect of the capital to be borrowed and for rates and taxes. In estimating the revenue likely to be derived, it is worthy of note that no allowance for any day load was included, and the estimate as to the quantity of electricity sold was very moderate.

Major Cardew returned to England, and Messrs. Preece and Cardew were instructed by the Council to prepare plans and specifications and to invite and receive tenders for the execution of the necessary works and to report fully to the Council thereon.

The Council, after considering the advantages and disadvantages of several sites for the Power House, eventually selected one in Kent Street. Negotiations for the purchase of this site extended until April 19th, 1901, when the State Government intervened and decided to resume possession of the Kent Street site, upon which the Council decided to abandon it and negotiations for the acquisition of a new site were thereupon entered into. These negotiations finally resulted in the purchase of a suitable site in close proximity to Darling Harbour Railway

Station, in Pyrmont, containing by admeasurement 1 acre, 2 roods, 16 perches, 11 yards; the cost being £13,300. The site obtained is peculiarly suitable in the way of levels for the easy delivery of coal from the railway sidings, and also advantageously placed for condensing water. The ground also has the advantage of good rock foundation. The site is convenient in shape, of ample area, and whilst adjacent to the railway is not too far from the centre of the City, and, taking all things into consideration, is in every respect an admirable site well adapted for the purpose. In the meantime, owing to the unavoidable delay occasioned by the resumption of the Kent Street site, Messrs. Preece and Cardew had been instructed to postpone calling for tenders, pending the selection of a suitable site in an equally convenient position. On the 28th January, 1902, as the Council was particularly anxious to keep up to date in all matters appertaining to the development of electric light installations, and as far as possible avoiding experiment, the Electrical Engineers received further instructions to reconsider the specifications previously prepared, and if necessary to revise the scheme in view of the latest developments of electrical works and apparatus connected therewith, and also to call for and receive tenders for the plant required, and to open and report on the tenders so received. Having regard to these instructions the Engineers accordingly decided to include in the specification the provision of two 1,000 horse-power and one 500 horse-power units of generating plant, instead of two 1,000 horse-power and two 250 horse-power units, as originally contemplated. A reconsideration of the original scheme did not justify any departure from the high tension system, such system being, in their opinion, necessary to meet the demands of the area to be supplied, which as a whole is very scattered, although densely populated in parts. It was likewise decided to generate electricity at 5,200 volts on the three phase alternating system with a periodicity of 50 cycles. By this means it is claimed that every consumer can be supplied with equal facility, and practically without regard to the distance from the Power House or the nature of the demand.

The Council adopted the views of the Engineers, and in February, 1902, instructions were cabled to Messrs. Preece and Cardew to invite tenders for generating machinery and plant required, and to open and report on the tenders so received.

In June last this report was received, giving in tabular form particulars with regard to tenders received for the Generating Plant, viz.:— Boilers, Superheater, Condensers, Air-pumps, Kilowatt Setts, Battery, Pipe Work, Motor Generators, Static Transformers, Main and Exciter Switchboards, and Substation Switchboards. From this report it appeared that the Electrical Engineers, with plant entirely to their satisfaction found the four lowest tenders to be in the following order, viz.:—

1. Dick, Kerr, and Company, Limited ...	£49,072
2. Mather and Platt, Limited ... ..	50,528
3. The British Thomson Houston Company	51,588
4. Messrs. J. G. White and Company ...	52,444

On the whole the Council was recommended to accept Messrs. Dick, Kerr, and Co.'s tender at £49,072, entirely of British manufacture by a purely British firm, although the Engineers pointed out they entertained no doubt with regard to each of the other firms carrying out the work satisfactorily.

On the 11th July, after a record all-night sitting of the Council, and a debate at once academic and argumentative, characterised by systematic perseverance on the one hand and dogged determination on the



other, the tender of Messrs. Dick, Kerr, and Company, Limited, was accepted for the supply of machinery and plant, the amount of the tender being £49,072, the whole of the works under the contract to be completed in accordance with the conditions and specifications on or before the 25th day of September, 1903. Messrs. Dick, Kerr, and Company, it may be remarked, were successful against all competitors in bidding for the contract for the London County Council. Their success is all the more pronounced and satisfactory because the conditions and high standard of excellence set by the London County Council are exceptionally stringent and restrictive, and the competition with numerous American and German firms was very keen. I can testify from personal experience as to their stability and standing.

On the acceptance of this tender it became necessary in accordance with the terms of the arrangement made by the Council with Messrs. Preece and Cardew, to appoint a Resident Electrical Engineer to supervise the erection of the work in Sydney on behalf of the Council, but as representing Messrs. Preece and Cardew. Mr. Thomas Rooke, A.M.I.C.E., who has acted as Chief Assistant to Messrs. Preece and Cardew for some years, and has had extensive experience in the carrying out of works of this character, and whose experience has been matured and broadened by travelling widely both in Europe and America, in studying the best and latest applications of electricity, was appointed by the Council at a salary of £600 per annum, and arrived in Sydney about the middle of December, 1902. I am greatly indebted to Mr. Rooke for his courtesy in furnishing me, in compliance with my request, with the necessary technical particulars and details in relation to the description of the system and the works to be carried out under the Electric Lighting Installation Scheme.

The works to be carried out may be for purposes of reference and convenience classified and considered under two distinguishing heads:—

1. The Power House or Generating Station.
2. The Distributing System.

The Power House, as previously stated, will be erected on a piece of land well adapted for the purpose, situate in Pyrmont, close to Darling Harbour Station, and is of sufficient area to accommodate machinery and plant equipment, developing approximately 30,000 horse-power.

The spoil excavations for the first instalment of buildings and machinery foundations have already been carried out under the direction and superintendence of the City Building Surveyor. The total cost of wages of labourers, carters, checkers and foremen employed on this excavation amounted to £1,080 11s. 7d. The City Building Surveyor made a careful admeasurement of the amount of spoil excavation both on the site and in conjunction with the surveyed plan prepared by the City Surveyor, and it was thus ascertained that the total amount of spoil removed amounted to 8,715 cubic yards. In assessing the actual cost of the excavations per cubic yard, certain charges were incurred for extra work, which have to be deducted from the total cost above stated, and which may be tabulated as follows, viz.:—

Cost of rock excavation	...	...	...	...	£18	0	0
Cost of ballasting roadway, forming sump pits in rock, removal of fencing, levelling site for railway siding, &c.	...	...	...	...	15	4	6
Cartage of 178 loads of rock	...	...	...	...	8	18	6
Removal by hand and storing dressed foundation stones	...	...	...	...	5	0	0
Total	...	...	...	...	£47	3	0

The actual cost of the excavation was on these figures £1,033 8s. 7d., or a cost of 2s. 4½d. per cubic yard. The City Building Surveyor in justifying the apparently high expenditure incurred stated that the extra cost per cubic yard had been occasioned by the extra labour of removing the spoil from the lowest depths of the hole, a difficulty largely increased by the heavy rainfalls, occasioning much broken time, baling and pumping soakage, and the consequent stuggy condition of the earth and clay. Nevertheless, despite this comparative increase in the cost per yard, he considered that the cost was distinctly reasonable and would compare favourably with any similar work in the City.

The Power House building, it is provided, shall consist of a steel framework, the spaces being filled with light curtain walls. Temporary partition walls will be provided to allow for extensions when necessary. The drawings of the steel framework for the buildings were prepared by Messrs. Preece and Cardew, but tenders for the construction and erection of this work are being invited locally. Tenders for the construction of the brick work, the chimney stack, the coal conveyer from the wharf on Darling Harbour, and the construction of culverts to convey water from the Harbour to the Power House for condensing purposes, have not yet been invited, but drawings and specifications for the work are being prepared with all despatch so that tenders may be obtained at the earliest possible date. The buildings will contain an engine room and a boiler house together with office and other necessary accommodation. In the office block will be located an accumulator room, stores room for spare parts of machinery, carbons for street lamps, meters, transformers, spare arc lamps, etc., also a small laboratory, substation, etc.

The engine room will be of sufficient size to accommodate 4,500 horse-power of generating machinery, and will contain the steam alternators, switchboards, and condensing plant. A 25-ton overhead electric crane will be provided to facilitate the handling of heavy pieces of machinery during erection or repairs.

The boiler house will contain five Babcock and Wilcox boilers, economisers, feed-water pumps, etc. Over the firing space coal storage, of adequate capacity, will be provided in steel bunkers, and weigh hoppers will be provided to record the quantity of coal used. Below the firing space arrangements are made for carrying away the ashes and discharging them into a hopper from which they can be loaded either into carts or railway trucks as required.

According to the plans special attention will be paid to the comfort and convenience of the employees, adequate mess rooms, bath rooms and lavatory accommodation and conveniences being provided. At the same time all parts of the Power House will be well lighted and easy of access, so that all sections of the plant may be expeditiously reached and handled as conveniently as possible. The lighting will be carried out as far as possible with south lights in order to avoid the direct rays of the sun.

Provision will also be made for testing and repairing meters, arc lamps, &c. The offices will provide accommodation for the engineering and the requisite clerical staff to be engaged on the works after completion.

The first plant, which has been ordered from England, and is now in course of construction by Messrs. Dick, Kerr & Co., under contract, will develop 2,500 horse-power, and consists of the following, viz.:—

1. Five Babcock and Wilcox Water Tube Boilers with Mechanical Steam Stokers, and a Superheater, and Economisers.
2. Feed-water Pumps and Water Storage Tanks.



### 3. Steam Alternators, with Exciters, and Storage Battery.

Exciter and Booster.

Condensing Plant, with apparatus for the recovery of condensed steam.

Switchboards, with Testing Instruments.

Pipework and Accessories.

Each of the boilers will be capable of evaporating 10,000 lbs. of water per hour, to steam at a pressure of 150 lbs. per square inch above atmospheric pressure. Each will be fitted with a mechanical stoker of the chain grate pattern, which has already been found satisfactory for dealing with the class of fuel available. The waste gases from the boilers are to pass through fuel economisers, of what is known as "Green" pattern, by means of which the feed water will be heated before admission to the boilers, and by this means the greatest possible use of the fuel will then be made. A Superheater will be provided to superheat the steam raised in the boilers. In this manner condensation in the steam pipes will be almost entirely prevented, dry steam will be furnished to the engines, and the highest economy attainable in the use of the steam will be secured. Provision for the complete control of the superheat will be made, so as to avoid all dangers attending the use of too great superheat, whilst securing the great advantages offered by its proper application.

The Feed-water Pumps will be steam driven and of the simple vertical marine type. Water Storage Tanks will be provided to guard against any stoppage of the water supply, which may occasionally arise during repairs of water mains.

The Steam Alternators will each consist of a high-speed cross compound Ferranti Engine coupled direct to a Dick, Kerr three-phase Alternator which, as previously mentioned, will generate electricity at 5,200 volts, the periodicity being 50 cycles per second. Two of the Steam Alternators will have a normal full load output of 600 kilowatts and the third an output of 300 kilowatts, but each of the machines will be capable of generating 20 per cent. in excess of the normal full load, for periods of one hour. The Steam Alternators will each be provided with its own continuous current exciter and condensing plant. These exciters will be driven by ropes from the crank shafts of the engines. A Storage Battery will be provided and will render the lighting of the power house secure against all possibility of accident. It can also be used in cases of emergency to excite the Alternators. The Exciter and Booster driven by means of a motor will be erected for charging the Storage Battery, and can also be used for exciting the Alternators if necessary.

A separate surface Condensing Plant consisting of Condenser, Air Pump, and Circulating Pump will be provided for each Steam Alternator. It is intended to place it as near as possible to the steam engine in order to secure the utmost advantage to be obtained, and the Air Pumps will be of a special pattern which has been largely adopted in England on account of its excellent action and the simplicity of its arrangements and valve gear. It is intended that water for condensing purposes shall be taken from the harbour by means of underground culverts, and the arrangement of the circulating pumps will be such as to take advantage of the syphon principle in order to reduce the power expended in pumping to a minimum. Apparatus is also included for the purification of the condensed steam from oil, so that it may be used as feed water for the boilers; and in this way reduce the consumption of fresh water to the smallest amount possible.

From the Steam Alternators three-core High-Tension Cables will conduct electricity to the Switchboards, which will be of Ferranti manufacture, the special feature of this apparatus being its compactness, and safety in operation. Special provision will also be made to isolate each portion of the Switchboard and each cable coming to it, so as to minimise any risk of interruption of supply.

A very complete equipment of testing instruments will be included for the purpose of standardising meters, for keeping a constant watch on the cost of producing Electricity, for measuring the losses of distribution and for localising faults on the system. As regards the cost of producing Electricity, the importance of economy in securing the commercial success of the undertaking has been fully recognised, and the machinery has been so laid out that the ordinary daily working can easily be watched with a high degree of minuteness, and without any inconvenience to the staff. Arrangements are made to weigh the quantity of fuel delivered into the Power House, the quantity of fuel burnt under *each* boiler, the quantity of water evaporated by *each* boiler, the quantity of steam used by *each* Steam Alternator, etc. Any source of waste or inefficiency will therefore be apparent at once and steps can be taken to correct it before any serious loss has taken place. Recording instruments are also provided to indicate any irregularity of working or of the supply. Besides these arrangements in the Power House itself, meters are provided to record the quantity of Electricity distributed to each section of the system, and these again will be compared with the totals of the meter readings on consumers' premises, thus providing an accurate record and a most efficient check on generating and distribution.

From the Power House underground cables will be laid to all parts of the city, both for public lighting purposes and to supply Electricity to private citizens. The cables will be of two kinds, (a) High Tension and (b) Low Tension. The High Tension Cables will contain three insulated copper conductors and, according to present arrangements, will be drawn into cast-iron pipes laid beneath the footways. They will conduct the Electricity to suitable points in the outlying districts of the City at which Sub-stations are to be built. In these Sub-stations machinery will be placed to convert the Electricity from 5,200 volts to 480 volts and 240 volts continuous current, or to 240 volts single phase or 415 three phase currents. The Low Tension Cables will contain two, three, four or possibly six insulated Conductors, according to the purposes for which they are required, and the power they have to convey. They will be laid in hardwood troughs, in which they will be supported on porcelain bridge pieces and surrounded with pure bitumen. They will be laid beneath the footways or beneath the roadways as may be most convenient.

The first portion of the undertaking to be carried out includes the erection of five Sub-stations. In two of these Motor Generators are to be erected to convert from three phase alternating currents to continuous currents, which will be provided in the most thickly-populated portions of the City. In the other three Sub-stations Static Transformers will be erected to convert the three phase High Tension Currents to a voltage at which Electricity can be distributed to the private consumer. The whole of the machinery for this part of the work is now on order, and is being constructed under the contract let to Messrs. Dick, Kerr and measuring instruments are provided for the subdivision of the distributing system into sections, and for recording the quantity of Electricity distributed.

Safety devices are also provided for protecting the system from the effects of any local breakdown, and the greatest possible care is being exercised in the design of all the apparatus and appliances to protect the staff from receiving accidental shock.

The buildings now used for lighting machinery at the Town Hall will be utilised for the purpose of a Sub-station, and a building will also be erected at the Council's Wilson Street Depôt. The remaining sites required have not yet been selected, but negotiations are in progress for their acquirement and purchase. Negotiations are also in progress with the Railway Commissioners concerning the method of erecting that portion of the work which crosses the railway sidings, and for bringing a railway siding across this site.

In the meantime tenders for underground cables, pipework, and troughing were obtained by Messrs. Preece and Cardew, who forwarded a report recommending the acceptance of a certain tender, which included arc lamps, cast-iron pipes, cast-iron poles, wood troughing, and meters, besides cables, which alone would be made by the firm tendering. The Council were of opinion that a considerable saving might be effected by sub-dividing the contract into sections so that manufacturers of the various articles required could tender direct to the Council. It was also decided that local contractors should have an opportunity of tendering for such articles and material as could be produced or procured locally, and probably cheaper in view of the customs duties now in force under the Federal tariff law. Instructions to this effect were sent to Messrs. Preece and Cardew, and certain new sectional tenders were invited in England, and the report of these tenders will be considered at an early date, together with any local tenders that may be received.

In considering the original scheme, attention was directed to the existence of street awnings, and the obstruction they would offer to effective street lighting. At the time of Major Cardew's visit it was proposed to fix lamps on posts erected in the centre of roadways, where no tramways had been laid, and to make use of lamps suspended over the centre of the roads where the streets are narrow. Since then the Council have abandoned the proposal to use centre posts and have decided to use bracket posts and suspended lamps. The possibility of using the tramway posts was considered but found to be impracticable.

With regard to the price at which the Council will be able to supply Electricity, this will in all probability vary from 4½d. to 2d. per unit to commence with. In the event of a good demand arising extending over long hours, it is probable that the Council will be able to reduce these prices. At present, however, nothing definite has been decided upon by the Council as to price. The above figures must not be taken as anything more than an expression of the Council's desire and intention to supply Electricity to the citizens at as low a price as is consistent with the proper management of their undertaking.

The object for which the supply of Electricity is being undertaken by the Council is to provide Electricity as economically and cheaply as possible to every citizen in Sydney. It is a self-evident proposition that every citizen needs light, both in the public street and in his own house. Besides this, there are very few who do not also require a cheap and convenient source of power for driving fans and other minor business purposes, whilst a great number also need a source of power for driving various machines, such as elevators, printing machines, washing machines, kneading and baking machinery, sewing machines, cranes, machine tools, etc., etc. There are also people who will, doubtless, take advantage of the supply for cooking and for heating purposes, although



the convenience and cleanliness of Electricity used for these last mentioned purposes is, to a great extent, it must be acknowledged, neutralised by the greater cost which is, at present, unavoidable.

Electricity will be supplied for all the above purposes, a constant and adequate supply will be maintained, and everyone will be able to make use of it, if they desire to do so. The success of the undertaking depends largely on the amount of business done. There is no reason to doubt that in Sydney, as elsewhere, the demand will be great, and there is no harm done by pointing out that the better the support from the citizens the greater the success from every point of view. The installation is the property of the Citizens, it is an important financial undertaking in which they have a paramount interest and are the predominant partners, and it is only by their cordial co-operation and assistance that the success of the undertaking will be eventually assured. Many enquiries have been made but it is not possible to forecast, with any degree of accuracy the precise or even the approximate date on which the public supply of Electricity will be commenced. At the present time it is anticipated that, under the most favourable conditions, it is not likely to be less than twelve months. Under good conditions it will probably be eighteen months, and if serious delays occur it may be extended to two years. But it is gratifying to know that the work has actually commenced and so far satisfactory progress has been made in several stages, and the Council may rest assured that the officers in charge are fully alive to the responsibilities of their respective positions and that every effort is being made, and will continue to be made, to complete the installation satisfactorily and with all possible despatch consistent with efficiency. The total amount expended to date is £15,853 16s 4d., to be recouped when the loan is floated. A further sum of £1,128 2s. 1d. was also expended in preliminary fees, etc., but this sum was recouped in the loan issued in 1900.

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#### ELECTION OF ALDERMEN.—RETURNING OFFICER.

In accordance with the provisions of Section 26, Sub-section 1, of the Sydney Corporation Act, 1902, which enacts that the Returning Officer for the election of Aldermen shall be the Town Clerk or such other citizen as the Governor may appoint in that behalf by notification in the *Gazette* and one or more newspapers, I conducted the election held on the first day of December, 1902. As some doubts were expressed with regard to the authority of the Town Clerk to act unless appointed by the Governor in the manner stated—although the Lord Mayor, the City Solicitor and myself entertained the opinion that no appointment was necessary, having regard to the provisions of the Act—it was deemed advisable to obtain official confirmation, and to that end a communication was addressed to Mr. Critchett Walker, C.M.G., Principal Under-Secretary, intimating that the Town Clerk contemplated acting as Returning Officer at the forthcoming election of Aldermen, and it was assumed that as the Town Clerk had decided so to act under the power conferred upon him by statute, it would not be necessary for His Excellency the Governor to appoint any citizen in that capacity under Section 26, Sub-section 1, of the Sydney Corporation Act, 1902, and further asking as to whether the course suggested met with the approval of the Hon. the Premier and Chief Secretary, and if, under the circumstances, as to the Town Clerk being specifically mentioned in such section, it would be necessary to notify the same through the *Gazette*, and if so that the necessary steps should be taken accordingly.



In reply to this communication, a letter was received from the Principal Under Secretary that in the circumstance mentioned there would be no occasion for the Governor to notify the fact in the *Gazette*.

It may therefore be taken for granted that the Town Clerk is perfectly justified in conducting the election of Aldermen, and in doing so is acting in accordance with the powers and authorities conferred by Statute.

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### THE CITIZENS' LISTS AND ROLLS.

Under Section 10, Sub-section 1, of the Sydney Corporation Act, 1902, the important duty of preparing the lists and rolls of voters devolves upon members of the police force, who on or before 1st September are appointed by the Stipendiary Magistrates of the Metropolitan Police District or any three of such Magistrates. Clerks of the revision courts are also similarly appointed. The lists are prepared in the month of September, the powers vested in the members of the police force entrusted with the duty of compiling the lists being exceptionally wide, as they are authorised to place the names of all persons on the list who on enquiry *such collectors consider* are entitled to have their names placed on such list.

It will be within the recollection of the Council that prior to the great extension of the municipal franchise which came into operation on the passing of the Sydney Corporation Act, 1900, a property owner could, provided he possessed property of sufficient ratable value in each of the wards, cast as many as four votes in every ward. Under the Act of 1900, this state of things has been altered and the franchise broadened to the widest extent known as far as my experience goes in municipal government—the dominating principle being one vote practically for every adult person, if qualified, in each ward.

The voting power is divided into three sections, and each person enrolled is entitled to one vote in each ward, if qualified and enrolled on the ward rolls. These three sections are owners, occupiers and lodgers, males and females alike—females according to the Act is made to include married women—who are natural born or naturalised British subjects and over twenty-one years of age. The first section comprises owners of a freehold interest in possession of any property assessed at a yearly value of five pounds and upwards, or if of a leasehold interest in any property of a yearly value of twenty-five pounds or upwards. As only one individual can claim to be enrolled as owner of a particular property, it is provided that joint owners shall agree among themselves who is to record the vote, and give that agreement in writing to the police constable when collecting the rolls. The second section consists of the occupiers of any house, warehouse, counting house, shop or other building, including any room or part of a house separately occupied at a yearly value of ten pounds or upwards. In the case of joint occupiers the provision is the same as in that of owners. The constables when engaged collecting the names for enrolment found that in certain portions of the city there were many persons who shared a room with one or two others. In such instances the occupiers then determined among themselves which one of their number was to be enrolled as the occupier of such room, and signified in writing to the constables the result of such election. The third section of voters completing the roll is made up of persons who are lodging in any house, such lodgings being of the clear yearly value of ten pounds. During the recent election it was stated in the Press that the payment of ten pounds per annum meant

board or residence. With this interpretation I, as a layman, cannot agree. The qualification of a lodger is essentially an occupation qualification, and the Act distinctly states that the lodgings in respect of which the qualification is derived must be of a clear yearly value of ten pounds or upwards. The same provision as in the case of joint owners and joint occupiers applies to joint occupation in the case of lodgers, and the name of the person to be placed on the roll must be determined by a majority of the lodgers in joint occupation, evidenced by agreement signed by such majority and handed to the collector when the roll is being compiled. In the case of failure to nominate on the part of public companies, bodies corporate, or trustees, the manager or secretary of any such company, or the trustee whose name first appears in the instrument creating such trust, is to be enrolled, whilst as regards failure to nominate by agreement by joint occupiers or lodgers in joint occupation this is determined according to the alphabetical order of the surnames of the occupiers or lodgers.

Whilst only one vote is given to each person for any particular ward, owners of property in more than one ward are entitled to be enrolled for each of the wards in which they have property, and to record one vote in each of such wards. In the occupation and lodger qualification only one vote is permissible, notwithstanding that the voter may possess the qualification in each ward. It should therefore be clearly understood that according to Sub-section 5 of Section 9 of the Sydney Corporation Act, 1902, occupiers and lodgers are only entitled to have their names placed on the roll for one ward; if qualified for more than one ward they are entitled to choose the ward roll on which their names shall be placed; and if no such choice is made before the expiration of the time prescribed for making out the lists of citizens the Chamber Magistrates of the Central Police Court shall make such choice.

During the progress of the elections in December last, it was freely asserted that the name of the same occupier appeared on the roll for more than one ward in respect of the occupation franchise. It was likewise repeatedly alleged that the lodger qualification was much abused, and it certainly was matter of much comment on the day of election that men and their wives appeared and voted, the former in the capacity of "occupier" and the latter as "lodger." It is however right to say that in no single case was my attention drawn to the matter. Whether this method of voting as occupier and lodger on the part of man and wife was the intention of Parliament in abolishing the system of plural voting, and instituting the system of one vote in lieu thereof, I cannot undertake to say. The fact, however, remains, and the effect is as stated and will no doubt continue until the interpretation to be placed upon the qualification of lodger has been more clearly defined by authoritative pronouncement.

With regard to the compilation of the lists and the general efficiency manifested in the discharge of the duty I am unable to speak from personal knowledge, as very few official complaints were made. It has, however, been freely alleged that the work was performed in a very perfunctory manner, and that whilst many names were inserted in the list who did not possess the necessary qualifications, there were many others who did possess the qualifications whose names were omitted.

I may add that in London the duty of preparing the lists devolves upon the Town Clerk, in his capacity as Clerk to the Overseers, and in the provincial cities and boroughs of England the lists are compiled by the Clerks to the Overseers, who on completion deliver them to the Town Clerk.

## REVISION COURT.

The procedure to be followed in connection with claims and objections is set out in the Act, and needs no comment, except in regard to one point. By Section 13, Sub-section 1, it is provided that any person may, by notice in writing given by him or by some person on his behalf, to the Chamber Magistrate of the Central Police Court, object to the name of any person being retained on such list. In my opinion, this provision ought to be extended so as to provide that a duplicate notice of such objection ought to be served by registered post upon the person objected to. Under present conditions, the person objected to receives no notice of such objection, and having inspected the Ward list and finding his name thereon, assumes his qualification is all right and he consequently rests satisfied, and is never made acquainted with the fact that he has been objected to until he finds his name struck off, when it is too late for him to appear to show cause why his name should be retained on the list. In all fairness he is entitled to personal notice.

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## POLLING STATIONS.

Prior to making definite arrangements as to Polling Stations, Presiding Officers and Poll Clerks, I made inquiries as to the facilities afforded at the election in 1900, and as to the experience acquired as to the adequacy or otherwise of the arrangements then in operation. Where representations were made that the facilities were inadequate at that time, additional Polling Booths, Presiding Officers and Poll Clerks were provided. Considerable difficulty was experienced in acquiring suitable premises in some of the wards for use as polling stations, and the arrangements in this respect did not give me the satisfaction I anticipated, although the best that could be done under the circumstances was done. In selecting Presiding Officers, preference was given to those who had previously acted either in Parliamentary or Municipal elections, and others were recommended to the Returning Officer as being suitable and competent for the positions. It was impossible to appoint all who made application, as there were from fifty to sixty applicants in excess of the number required.

In order that the Council may be made fully acquainted with the details of the arrangements which were made, as compared with those at the preceding election, I append the following statement:—

Ward.	Sub-Polling Station, 1900.	Sub-Polling Station, 1902.	Presiding Officers and Poll-Clerks, 1900.	Presiding Officers and Poll-Clerks, 1902.	Increase in Sub-Polling Stations, 1902.	Increase in Presiding Officers and Poll-Clerks, 1902.					
Belmore ...	2	...	2	...	6	...	6	...	—	...	—
Bligh ...	3	...	3	...	9	...	11	...	—	...	2
Bourke ...	3	...	4	...	10	...	13	...	1	...	3
Cook ...	2	...	2	...	7	...	7	...	—	...	—
Denison ...	2	...	2	...	6	...	6	...	—	...	—
Fitzroy ...	3	...	3	...	9	...	10	...	—	...	1
Flinders ...	2	...	3	...	7	...	10	...	1	...	3
Gipps ...	2	...	3	...	8	...	11	...	1	...	3
Lang ...	2	...	3	...	7	...	10	...	1	...	3
Macquarie	2	...	2	...	6	...	6	...	—	...	—
Phillip ...	2	...	2	...	7	...	7	...	—	...	—
Pymont ...	2	...	2	...	6	...	7	...	—	...	1
Total	27	...	31	...	88	...	104	...	4	...	16

It will be seen, therefore, that additional provision was made in four wards, viz., Bourke, Flinders, Gipps and Lang Wards, both as regards polling accommodation and additional clerical assistance, and where no additional polling accommodation was provided, it was deemed, on the experience acquired in 1900, quite unnecessary. In one or two instances extreme pressure took place, but as soon as it was observed additional poll-clerks were despatched to render assistance. Now, however, that I have had the personal experience here, I have no hesitation in stating that I consider additional facilities are required in nearly all the Polling Stations, and should it be my duty to again discharge the duties of Returning Officer I should extend the facilities accordingly.

\* \* \*

### ELECTION OF ALDERMEN.—RESULT OF POLL.

As a result of the elections held on the first day of December, 1902, the following Aldermen were declared duly elected for the period ending 30th November, 1904.

#### BELMORE WARD.

Mr. John Daniel Fitzgerald	...	...	...	940 votes.
Dr. William Camac Wilkinson	...	...	...	734 votes.

#### BLIGH WARD.

Mr. Thomas John West	...	...	...	1372 votes.
Mr. John Lane Mullins	...	...	...	1016 votes.

#### BOURKE WARD.

Mr. Alexander Gerald Ralston	...	...	...	1431 votes.
Mr. Thomas Hughes (Lord Mayor)	...	...	...	1302 votes.

#### COOK WARD.

Mr. Richard Watkins Richards	...	...	...	884 votes.
Mr. John George Griffin	...	...	...	808 votes.

#### DENISON WARD.

Mr. Andrew Kelly, M.L.A.	...	...	...	746 votes.
Mr. John Harris	...	...	...	745 votes.

#### FITZROY WARD.

Mr. Edward Milner Stephen	...	...	...	1198 votes.
Mr. Arthur McElhone	...	...	...	980 votes.

#### FLINDERS WARD.

Mr. John Charles Waine	...	...	...	978 votes.
Mr. Robert Mackey	...	...	...	972 votes.

#### GIPPS WARD.

Mr. Patrick Nolan	...	...	...	871 votes.
Mr. George Robert Watkins	...	...	...	832 votes.



## LANG WARD.

Mr. Evan Jones	...	...	...	...	1280 votes.
Mr. Thomas Henley...	...	...	...	...	1115 votes.

## MACQUARIE WARD.

Mr. Samuel Edward Lees	...	...	...	1047 votes.
Mr. Ernest Lindsay-Thompson	...	...	...	921 votes.

## PHILLIP WARD.

Mr. Richard Denis Meagher, M.L.A.	...	...	638 votes.
Mr. Thomas Hughes Barlow	...	...	602 votes.

## PYRMONT WARD.

Mr. Allen Taylor	...	...	...	904 votes.
Mr. James Charles Beer	...	...	...	832 votes.

The retiring Aldermen, Mr. John Booth, Sir James Graham, and Mr. S. Smith, did not offer themselves for re-election, their places being filled by the election of Mr. Thomas Henley, Dr. Camac Wilkinson, and Mr. Allen Taylor, whilst Mr. George Perry, Mr. W. T. Henson and Mr. James Ward, who offered themselves for re-election, were unsuccessful, being respectively displaced by Aldermen R. W. Richards, John Harris and Robert Mackey.

Mr. Alderman Harris had previously served as an Alderman for a period of twenty-four years, having occupied the position of Mayor in 1881, 1882, 1883, 1888, and 1889. Alderman Mackey had also a previous service of three years to his credit; whilst Alderman Richards had occupied the position of City Surveyor for fifteen years.

\* \* \*

## COMPARATIVE ANALYSIS OF VOTES RECORDED.

The following statement with regard to the voters on the roll, the number of voters who recorded their votes, the percentage of voters voting, the number of voting papers which were rejected on the ground of informality, and the percentage of informal votes recorded, may be of interest:—

Ward.	Voters on Roll.	Voters Voting.	Percentage of Voters Voting.	Informal Voting Papers.	Percentage of Informal Voting Papers to Voters Voting.
Belmore	2,899	1,680	57.95	63	3.75
Bligh	3,275	1,521	46.44	40	2.63
Bourke	3,260	1,955	59.64	40	2.04
Cook	2,951	1,639	55.54	32	1.95
Denison	2,517	1,484	58.95	70	6.06
Fitzroy	3,754	1,687	44.94	56	3.32
Flinders	3,446	1,703	49.42	49	2.87
Gipps	2,080	1,329	63.89	44	3.31
Lang	2,931	1,851	63.15	48	2.59
Macquarie	2,401	1,461	60.85	14	.95
Phillip	2,823	1,081	38.29	25	2.31
Pyrmont	2,595	1,477	56.91	41	2.77
Total	34,932	18,868	53.72	522	2.76

To Gipps Ward belongs the honour of polling the highest percentage of voters, the excellent result of 63·89 being obtained. Lang Ward being a highly creditable second, and Macquarie Ward a good third. The lowest, 38·29, was in Phillip Ward, Fitzroy Ward ranking next in this respect. The greatest number of spoiled papers was recorded in Denison Ward, the percentage being the abnormally high one of 6·06, and Macquarie Ward with ·95 has the distinction of having the lowest percentage of spoiled voting papers, Cook Ward being next lowest.

In order that the Council may be enabled to make comparisons with the percentage of votes recorded at the previous civic elections, which took place in 1900, the following statement is submitted:—

Ward.	Percentage of Voters Voting 1900.	Percentage of Voters Voting 1902.	Increase.	Decrease.
Belmore ..	52·5	57·95	5·90	—
Bligh ..	49·2	46·44	—	2·76
Bourke ..	57·6	59·64	2·04	—
Cook ..	47·8	55·54	7·74	—
Denison ..	55·1	58·95	3·85	—
Fitzroy ..	47·6	44·94	—	2·66
Flinders ..	48·4	49·42	1·02	—
Gipps ..	59·7	63·89	4·19	—
Lang ..	58·0	63·15	5·15	—
Macquarie ..	54·9	60·85	5·95	—
Phillip ..	31·5	38·29	6·79	—
Pymont ..	50·4	56·91	6·51	—

The total number of voters on the roll in 1900 was 31,121, the percentage of votes recorded being 51·1 compared with 53·72 on roll showing 34,932 voters in 1902, an increase of 2·62. The highest percentage of increase is shown in Cook Ward, Phillip Ward and Pymont Ward, whilst mention must also be made of Macquarie Ward, Belmore Ward and Lang Ward in the order named, where the percentage shows a substantial increase. At the same time the aggregate percentage is capable of much improvement; it is not what it ought to be, and betokens considerable apathy and indifference on the part of the citizens when nearly one half, or to be exact 46·28 per cent., do not think it worth while to take the trouble to record their votes, and yet, in relation to the percentage of electors voting, I find on comparison with the results of London elections, with an almost identical franchise, that the City of Sydney occupies an excellent position. At the last election for members of the London County Council, held in 1901, out of a total for the administrative County of London of 653,366 persons on the register, in the fifty-three contested divisions, 266,869 electors voted, or 40·8 per cent., as against 53·72 in Sydney. In connection with these figures it has to be borne in mind that the total number of persons whose names are on the register of voters includes duplicate entries in respect of persons registered in more than one electoral division of the County, for under the County Electors' Act, 1888, a person can be registered in more than one division register, but under the provisions of the Municipal Corporations Act, 1882, a person may *vote* in one electoral division only. This will partly explain the apparent disparity existing.

The highest percentage of persons voting in county electoral divisions in London occurred in Stepney, 56·8; North St. Pancras, 55·2; and St. George in the East, 53·8; and the lowest occurred in Westminster, 26·0; South Kensington, 23·2; and the City of London, 20·6; so that compared with the County of London, the City of Sydney, as regards the interest manifested in the elections by the electors, shows to great advantage.

In London the total cost of the election to the County Council was £9,654 12s., or an average of 8·6d. per person voting, whereas the total cost of the last Aldermanic elections in Sydney, exclusive of the printing of the lists and rolls, was £511 12s. 4d., or an average of 6·5d. per person voting, or 2·1d. per vote less than in London.

At the election of Metropolitan Borough Councils in 1900, out of a total for the County of London of 666,058 persons, who might have voted, 305,417, or 45·9 per cent., recorded their votes. The highest percentage of persons voting in borough areas occurred in Woolwich, 66·6, and Greenwich, 55·1; the lowest occurring in Paddington, 37·6, and Lambeth, 38·3. Here again the comparison is decidedly favourable to Sydney. The total cost of holding the elections in the twenty-eight Metropolitan Boroughs was £11,344 2s. 4d., or an average of 8·9d. per person voting, compared with 6·5d., as previously stated, in Sydney, or 2·4d. per vote less than in London.

\* \* \*

### INFORMAL VOTES—CAUSES OF INFORMALITY.

According to Section 34, Sub-section 4 of the Corporation Act it is provided that every voter shall vote for the full number of Aldermen to be elected for the Ward, and no more, otherwise the vote shall be rejected as informal. Notices to this effect, of a clear and distinct character and bold striking type, were issued and placed in a conspicuous position in each polling compartment and in each polling station, but notwithstanding the precautions which were taken to impress the fact upon the citizens a personal analysis of the voting papers which were rejected as being informal shows that a large proportion of the whole number of spoiled or informal votes, viz., 522, were rejected on the ground that the full number had not been voted for or that the complement had been exceeded. In other cases citizens probably more accustomed to the English system of ballot, placed a cross opposite the names of those they intended to vote for. The intention was clearly apparent but inasmuch as the requirements of the Corporation Act had not been complied with, viz., to "Strike through the name of every candidate except such as the voter intended to vote for," I was reluctantly obliged to disallow the votes and thus disfranchise citizens. A few votes were disallowed on the ground that voters had signed their names or by other writing on the ballot paper indicated a means by which they could be identified, thus violating the spirit and principle of the ballot. It is gratifying to be able to record that no dispute arose, neither was any objection taken by any of the Scrutineers to the decisions given with regard to informal voting papers. A few complaints were received with regard to there being no power to issue a second ballot paper in the event of a voter inadvertently spoiling the ballot paper first issued to him. In the English Act provision is made whereby a voter who has inadvertently dealt with his ballot paper in such manner that it cannot be conveniently used as a ballot paper, may, on delivering to the Presiding Officer the ballot paper so inadvertently dealt with and proving the fact of the inadvertence to the satisfaction of the Presiding Officer, obtain another ballot paper in the place of the ballot paper so delivered up—in the Act called "a spoilt ballot paper"—and the spoilt ballot paper is immediately cancelled, but all spoilt ballot papers are accounted for at the close of the poll. A similar provision inserted in an Amending Bill would prevent complaints, and the suggestion may be deemed worthy of consideration.

I append the result of the analysis of the informal votes for each of the Wards of the City:—

**BELMORE WARD—63 INFORMAL VOTES.**

Thomas Banner	...	...	...	...	...	1	
I. R. Cohen	...	...	...	...	...	4	
John D. Fitzgerald	...	...	...	...	...	14	
Eden George	...	...	...	...	...	2	
Sir W. P. Manning	...	...	...	...	...	3	
Dr. W. C. Wilkinson	...	...	...	...	...	11	
						—	35
For Three Candidates	...	...	...	...	...		10
For Four Candidates	...	...	...	...	...		3
For Five Candidates	...	...	...	...	...		1
All Candidates Struck Through	...	...	...	...	...		14
							—
Total	...	...	...	...	...		63

**BLIGH WARD—40 INFORMAL VOTES.**

J. W. Brindley	...	...	...	...	...	5	
J. Lane Mullins	...	...	...	...	...	11	
T. J. West	...	...	...	...	...	12	
						—	28
For Three Candidates	...	...	...	...	...		9
All Candidates Struck Through	...	...	...	...	...		1
Otherwise Informal	...	...	...	...	...		2
							—
Total	...	...	...	...	...		40

**BOURKE WARD—40 INFORMAL VOTES.**

Thomas Hughes (Lord Mayor)	...	...	...	...	...	27	
A. G. Ralston	...	...	...	...	...	4	
J. M. Sandy	...	...	...	...	...	6	
						—	37
All Candidates Struck Through	...	...	...	...	...		3
							—
Total	...	...	...	...	...		40

**COOK WARD—32 INFORMAL VOTES.**

John G. Griffin	...	...	...	...	...	6	
A. Lutton	...	...	...	...	...	2	
George Perry	...	...	...	...	...	4	
R. W. Richards	...	...	...	...	...	2	
T. H. Thrower	...	...	...	...	...	8	
						—	22
For Three Candidates	...	...	...	...	...		7
All Candidates Struck Through	...	...	...	...	...		3
							—
Total	...	...	...	...	...		32

**DENISON WARD—70 INFORMAL VOTES.**

Ferdinand Glynn	...	...	...	...	...	6	
John Harris	...	...	...	...	...	6	
William T. Henson	...	...	...	...	...	9	
Andrew Kelly, M.L.A.	...	...	...	...	...	4	
Richard B. Orchard	...	...	...	...	...	3	
						—	28
For Three Candidates	...	...	...	...	...		37
For all Five Candidates	...	...	...	...	...		4
All Candidates Struck Through	...	...	...	...	...		1
							—
Total	...	...	...	...	...		70



**FITZROY WARD—56 INFORMAL VOTES.**

David Fealy ...	...	...	...	...	...	2	
Arthur McElhone ...	...	...	...	...	...	11	
Donald McKinnon ...	...	...	...	...	...	8	
John J. Ryan ...	...	...	...	...	...	3	
E. Milner Stephen ...	...	...	...	...	...	22	
						—	41
For Three Candidates ...	...	...	...	...	...	...	8
For all Five Candidates ...	...	...	...	...	...	...	5
All Candidates Struck Through ...	...	...	...	...	...	...	2
							—
Total ...	...	...	...	...	...	...	56

**FLINDERS WARD—49 INFORMAL VOTES.**

James H. Lawrence ...	...	...	...	...	...	1	
Robert Mackey ...	...	...	...	...	...	9	
John C. Waine ...	...	...	...	...	...	9	
James Ward ...	...	...	...	...	...	15	
						—	34
For Three Candidates ...	...	...	...	...	...	...	15
							—
Total ...	...	...	...	...	...	...	49

**GIPPS WARD—44 INFORMAL VOTES.**

George Herbert ...	...	...	...	...	...	5	
Edward Kelly... ..	...	...	...	...	...	3	
Patrick Nolan... ..	...	...	...	...	...	4	
John Jos. Thiering ...	...	...	...	...	...	2	
Robert G. Watkins ...	...	...	...	...	...	15	
						—	29
For Three Candidates ...	...	...	...	...	...	...	8
All Candidates Struck Through ...	...	...	...	...	...	...	5
Otherwise Informal ...	...	...	...	...	...	...	2
							—
Total ...	...	...	...	...	...	...	44

**LANG WARD—48 INFORMAL VOTES.**

John Butler ...	...	...	...	...	...	3	
Thomas Henley ...	...	...	...	...	...	5	
Evan Jones ...	...	...	...	...	...	9	
John J. Power ...	...	...	...	...	...	3	
						—	20
For Three Candidates ...	...	...	...	...	...	...	15
For Four Candidates ...	...	...	...	...	...	...	6
For all Five Candidates ...	...	...	...	...	...	...	4
All Candidates Struck Through ...	...	...	...	...	...	...	3
							—
Total ...	...	...	...	...	...	...	48

**MACQUARIE WARD—14 INFORMAL VOTES.**

Samuel E. Lees ...	...	...	...	...	...	2	
Francis Meacle ...	...	...	...	...	...	6	
E. Lindsay-Thompson ...	...	...	...	...	...	5	
						—	13
For all Three Candidates ...	...	...	...	...	...	...	1
							—
Total ...	...	...	...	...	...	...	14

**PHILLIP WARD—25 INFORMAL VOTES.**

Thomas H. Barlow ...	...	...	...	...	...	9	
William M. Burns ...	...	...	...	...	...	2	
T. Hanratty ...	...	...	...	...	...	2	
R. D. Meagher, M.L.A. ...	...	...	...	...	...	4	
John York ...	...	...	...	...	...	6	
						—	23
For Three Candidates ...	...	...	...	...	...	...	2
							—
Total ...	...	...	...	...	...	...	25

## PYRMONT WARD—41 INFORMAL VOTES.

James C. Beer...	...	...	...	...	...	7	
Peter McQueen	...	...	...	...	...	2	
Allen Taylor...	...	...	...	...	...	7	
A. C. Wharton	...	...	...	...	...	1	
						—	17
For Three Candidates	...	...	...	...	...		15
For all Five Candidates	...	...	...	...	...		7
Otherwise Informal	...	...	...	...	...		2
							—
Total	...	...	...	...	...		41

The Council will notice that no less than 327 plumper votes were recorded.

In view of the experience acquired at the recent elections I cannot say that I am at all enamoured of the system whereby voters if they desire to exercise the franchise conferred upon them by statute are restricted in their exercise of the principle of selection, and are compelled to vote for two candidates, even though those candidates may hold views in direct conflict with each other. I may be pardoned for expressing my unbiased judgment on this point. It is the first occasion in which I have had experience of the exercise of the compulsory vote, and after careful observation of the methods and tactics pursued I am obliged to state as an impartial observer that the system is liable to great misuse and panders to unscrupulous politicians by inducing wire-pulling and astute machination. It may be that for two vacancies some half-dozen candidates present themselves to the electors soliciting their suffrages, and it is quite within the bounds of possibility that five out of the six candidates may entertain views on questions of municipal policy quite opposed to the views held by a number of the electors. The electors are thereupon in the existing state of the law compelled to vote for a candidate with whose policy they have no sympathy, such policy being disapproved and entirely at variance with their own. Owing to the effect of the second vote the policy of which such electors approve is neutralised. Indeed it is quite possible and highly probable that the vote compulsorily given to such a candidate may by astute manipulation be the very means of rejecting another candidate whose policy is more in harmony and accord with the views of the electors. The present system is in my opinion bad, as under its operation with what under such circumstances is a "throw away vote" there is no certainty as to the actual views entertained by the electors being ascertained. Where an elector in the exercise of his judgment prefers to vote for one candidate only, with whose opinions and policy he is in accord, he ought not in all fairness to be compelled to record a vote in favour of a candidate directly opposed to him, and thus waste his vote, and disfranchise him by statute for complying with the statute in another particular. Conscientious scruples and motives have a right to be considered, and whilst the elector should possess the right to exercise his franchise to the utmost limit, should he desire to do so, no elector ought to be placed in the degrading and undignified position of having to vote for a candidate whose policy is contrary to his own. I respectfully submit that under such conditions the "plumping" vote, as it is usually termed, is perfectly justifiable and ought to be allowed. This has been fully recognised in Great Britain and is permissible everywhere.

\* \* \*

## ELECTION OF ALDERMEN.—SCRUTINEERS.

Under the 29th Section of the Sydney Corporation Act, 1902, it is provided that every person nominated for election may appoint a Scrutineer on his behalf at the *election* for which such person may be nominated, and such Scrutineer before so acting is required to make and subscribe a declaration to the effect that he will faithfully assist as such Scrutineer, and will not attempt to ascertain for whom any elector shall vote, nor by any word or action directly or indirectly aid in discovering the same except as by law provided.

It will be noticed that the appointment of one Scrutineer only for each person nominated appears to have been contemplated, whereas it has been customary to allow each candidate to appoint one Scrutineer to act as his representative in each polling station, and also at the counting of the votes. This undoubtedly means that the greater the number of polling stations the more numerous are the Scrutineers appointed, and the greater the number of candidates, the more unwieldy and uncontrollable does the body of Scrutineers become. This necessitates the provision of enlarged accommodation and an increased quantity of furniture, at consequently increased cost to the citizens. The following statement shows the aggregate number of Scrutineers who could have been appointed according to the prevailing custom had each candidate availed himself of the privilege:—

WARD	SUB-POLLING STATIONS.		NUMBER OF CANDIDATES.		SCRUTINEERS.	
Belmore...	...	2	...	7	...	14
Bligh ..	...	3	...	3	...	9
Bourke ...	...	4	...	3	...	12
Cook ...	...	2	...	5	...	10
Denison ...	...	2	...	5	...	10
Fitzroy ...	...	3	...	5	...	15
Flinders ...	...	3	...	4	...	12
Gipps ...	...	3	...	5	...	15
Lang ...	...	3	...	6	...	18
Macquarie ...	...	2	...	4	...	8
Phillip ...	...	2	...	6	...	12
Pymont...	...	2	...	5	...	10
TOTAL		31		58		145

The City Solicitor is of opinion that, taking Section 29 by itself and reading it literally, it would appear that each candidate may appoint only one Scrutineer. In view of the provisions of Section 36, however, the City Solicitor is of opinion that it is the intention of the Act that each candidate may nominate as many Scrutineers as there are polling stations or booths in the ward for which such candidate seeks election, and in this view I concur.

In this connection it may be of interest to mention that one candidate appointed no less than four Scrutineers, although only entitled to appoint three, one in each of the three polling places allotted to the ward. Needless to say the fourth person appointed was not admitted or recognised in any way.

Again I may point out that the Act does not appear to have made provision for the method of appointment of Scrutineers; therefore, following the example of my immediate predecessor as Returning Officer, the Hon. W. J. Trickett, M.L.C., Vice-President of the Legislative Council, I issued a notice to the effect that candidates should appoint their Scrutineers in writing. In certain cases this requirement was complied with, though I had no power to enforce it. In other cases it was ignored,

and persons presented themselves claiming to be Scrutineers without producing any written authority from the candidate so to act; whilst other candidates sent persons to act as Scrutineers—at least it was alleged they had been so sent—without any written authority, to the counting room *after* six o'clock, claiming the right to admission, although it must be remembered they had nothing to show that they represented the candidate whom they claimed to represent, neither had they acted as Scrutineers at any time during the hours of polling, nor had they made the declaration as provided by the Act. A reference to Section 38 shows that it is provided that the votes shall be counted by the Returning Officer and such other Presiding Officers and Scrutineers as may attend. Seeing that these persons claiming the right to be admitted to the counting room, had not acted as Scrutineers at any time during the hours of voting, *i.e.*, between 8 a.m. and 6 p.m., I consider they were not Scrutineers within the meaning of the Act, and as contemplated by Section 38, and consequently could not establish their right to be admitted to the counting. They were therefore positively but respectfully refused admission. The matter of appointment in writing is one of considerable importance, as otherwise unauthorised persons might gain access to a polling station or the counting room. It may, therefore, be desirable to consider the advisability, in the event of any Amending Bill being promoted, to provide that the name and address of every agent of a candidate appointed to act as Scrutiner shall be transmitted in writing to the Returning Officer one clear day at the least before the opening of the poll, and the Returning Officer should be authorised to refuse to admit to the polling station or place where the votes are counted any agent whose name and address has not been so transmitted, notwithstanding that the appointment may be otherwise valid. This regulation is in operation in England, and works remarkably well. Emergencies are provided for by enacting that if any person appointed an agent by a candidate for the purposes of attending at the polling place or at the counting of the votes, dies or becomes incapable of acting during the time of the election, the candidate may appoint another agent in his place, and shall forthwith give to the Returning Officer notice in writing of the name and address of the agent so appointed. The English clause with regard to this matter enacts that every Returning Officer and every officer, clerk, or agent, authorised to attend at a polling place or at the counting of the votes shall, before the opening of the poll, make a statutory declaration of secrecy in accordance with the form prescribed in the Schedule in the presence, if he is the Returning Officer, of a Justice of the Peace, and if any other officer or an agent, of a Justice, or of the Returning Officer. I may also mention incidentally that under the provisions of the Sydney Corporation Act there does not appear to be any obligation upon the Returning Officer to make a statutory declaration of secrecy, although personally I thought it my duty to make such declaration and accordingly did so.

Another point to which it is right I should direct attention is the practice of Scrutineers after spending some time in a polling station to leave such station. Of course, their right to leave the polling station at any time is not questioned; but, after having voluntarily retired, it is a question as to whether their appointment has not been nullified so far as attendance in the polling station is concerned, though their right to attend the counting of the votes would still continue. In one case where a Scrutiner left the polling station during the course of the day his right to re-admission was strongly questioned by an opposing Scrutiner. Generally speaking the Scrutineers were intelligent and reasonable men, who recognised the reasonableness of the contention that as



the Presiding Officers and Poll Clerks had to remain in the polling station, they on their part ought not to retire and then claim re-admission; but, in one particular instance, it subsequently came to my knowledge that a Scrutineer went in and out of the polling station several times during the course of the day, while in another case the Scrutineer defied me and said he would go in and out when he liked. In this case I personally instructed the Presiding Officer and the Constable in attendance not to allow such Scrutineer to re-enter in the event of his leaving the room.

Having regard to the provisions of Section 35, which enacts that any presiding Officer, Scrutineer, or Poll Clerk may vote in any ward other than that in which he acts by immediately, before the examination of the contents of the several ballot boxes, depositing his ballot paper in the ballot box for such ward, I submit a Scrutineer has no right to leave a polling station and then claim re-admission during the hours of polling. By inference it would appear from this provision that their leaving the room was not contemplated, and provision was accordingly made for them to record their votes before the counting commenced.

It is customary for Scrutineers to make lists of numbers of those who have voted, giving the number on the roll. This naturally assists canvassers, and although I know of one place in England where the custom is prohibited by Statute, the custom is one practically allowed at all elections, unless objection is taken by an opposing Scrutineer. In one case at the recent elections strong objection was so taken, and although personally I see no harm in issuing the numbers on the rolls showing who have voted, seeing that there is no violation of the principle of the secrecy of the ballot, and the course usually pursued is of great convenience and utility to candidates, as objection had been taken, I felt in duty bound to support the objector, and instructed the Presiding Officer accordingly.

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### CANDIDATES' ELECTION EXPENSES.

I have the honour to report that as far as the elected Aldermen are concerned the provisions of the Act appear to have been complied with in the matter of candidates election expenses, details of expenditure verified by Statutory Declaration having been received in each case. I append a return showing the amount of expenses returned, and the cost to each Alderman for each vote recorded.

WARD.	ALDERMAN.	EXPENSES.			COST PER VOTE RECORDED.
		£	s.	d.	
Belmore ...	Mr. John Daniel Fitzgerald ...	26	0	0	6.6
" ...	Dr. William Camac Wilkinson ...	43	5	0	14.1
Bligh ...	Mr. Thomas John West ...	29	18	6	5.2
" ...	Mr. John Lane Mullins ...	47	19	7	11.3
Bourke ...	Mr. Alexander Gerald Ralston... ..	47	3	0	7.9
" ...	Mr. Thomas Hughes (Lord Mayor) ...	46	17	6	8.6
Cook ...	Mr. Richard Watkins Richards ...	17	4	0	4.6
" ...	Mr. John George Griffin ...	24	2	0	7.1
Denison ...	Mr. Andrew Kelly, M.L.A. ...	18	6	0	5.8
" ...	Mr. John Harris ...	48	11	0	15.6
Fitzroy ...	Mr. Edward Milner Stephen ...	39	19	6	8
" ...	Mr. Arthur McElhone ...	17	3	6	4.2
Flinders ...	Mr. John Charles Waite ...	46	13	4	11.4
" ...	Mr. Robert Mackey ...	47	9	6	11.7
Gipps ...	Mr. Patrick Nolan ...	35	10	0	9.8
" ...	Mr. Robert George Watkins ...	35	10	0	10.2
Lang ...	Mr. Evan Jones ...	9	15	6	1.8

WARD.		ALDERMAN.			EXPENSES.			COST PER VOTE RECORDED.
					£	s.	d.	
Lang ...	...	Mr. Thomas Henley ...	...	...	44	12	6	9·6
Macquarie ...	...	Mr. Samuel Edward Lees ...	...	...	46	2	6	10·6
" ...	...	Mr. Ernest Lindsay-Thompson ...	...	...	40	19	6	10·7
Phillip ...	...	Mr. Richard Denis Meagher, M.L.A. ...	...	...	31	3	6	11·7
" ...	...	Mr. Thomas Hughes Barlow ...	...	...	18	5	0	7·2
Pymont ...	...	Mr. Allen Taylor ...	...	...	48	11	3	12·8
" ...	...	Mr. James Charles Beer ...	...	...	9	13	0	2·8

The requirements of the Act have also been complied with by the undermentioned unsuccessful candidates.

WARD.		ALDERMAN.			EXPENSES.			COST PER VOTE RECORDED.
					£	s.	d.	
Belmore ...	...	Mr. Thomas Banner ...	...	...	1	5	0	3·4
" ...	...	Mr. Isaiah Reginald Cohen ...	...	...	47	8	0	28
" ...	...	Mr. Eden George, M.L.A. ...	...	...	21	10	0	15
" ...	...	Sir William Patrick Manning ...	...	...	45	1	0	6·5
" ...	...	Mr. William Ella ...	...	...	3	0	6	6·5
Bligh ...	...	Mr. John Walter Brindley ...	...	...	23	3	0	9
Bourke ...	...	Mr. James Montague Sandy ...	...	...	49	4	9	10·8
Cook ...	...	Mr. Alexander Lutton ...	...	...	29	14	0	21
" ...	...	Mr. George Perry ...	...	...	5	15	0	2
" ...	...	Mr. Thomas Henry Thrower ...	...	...	7	5	0	3·5
Denison ...	...	Mr. Ferdinand Glynn ...	...	...	7	10	0	3·4
" ...	...	Mr. William Thomas Henson ...	...	...	41	15	0	25
" ...	...	Mr. Richard Beaumont Orchard ...	...	...	26	16	0	15
Fitzroy ...	...	Mr. David Fealy ...	...	...	15	15	6	16
" ...	...	Mr. Donald McKinnon ...	...	...	4	3	6	2·3
" ...	...	Mr. John Joseph Ryan ...	...	...	25	19	6	15·3
Flinders ...	...	Mr. James Henry Lawrence ...	...	...	4	19	6	2·7
" ...	...	Mr. James Ward ...	...	...	40	15	0	10·6
Gipps ...	...	Mr. George Herbert ...	...	...	11	10	0	11·1
" ...	...	Mr. Edward Kelly ...	...	...	6	12	0	5
" ...	...	Mr. Joseph Patrick Thiering ...	...	...	12	0	0	9·5
Lang ...	...	Mr. John Butler ...	...	...	34	13	0	2·9
" ...	...	Mr. Phillip Joseph Mulholland ...	...	...	0	16	0	0·7
Macquarie ...	...	Mr. Francis Meacle ...	...	...	47	0	0	15·7
Pymont ...	...	Mr. Samuel Gelding ...	...	...	12	1	0	5

I regret that I am obliged to report that the following unsuccessful candidates have not complied with the provisions of the Act and are consequently liable to a penalty of twenty pounds, recoverable in a summary manner in any court of competent jurisdiction, viz.:—

Lang Ward ...	...	Mr. Frederick Ewers
" ...	...	Mr. John Joseph Power, M.L.A.
Macquarie Ward ...	...	Mr. John Foley
Phillip Ward ...	...	Mr. William Moffit Burns
" ...	...	Mr. Thomas Hanratty
" ...	...	Mr. George Turner
" ...	...	Mr. John York
Pymont Ward ...	...	Mr. Peter McQueen
" ...	...	Mr. Alfred Charles Warton

In the case of Mr. Power it may be stated that a Statutory Declaration has been received to the effect that the amount spent by him in the Municipal Election for Lang Ward is *within* the statutory limit of fifty pounds. As no details of expenditure are given, the return made is consequently informal and does not comply with the statutory requirements. It is much to be regretted that the nine unsuccessful candidates just mentioned have not complied with the provisions of the Act, as this neglect on their part prevents the completion of the statistical information.

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## ELECTION EXPENSES.—PENALTY.

Under the provisions of Section 22, Part V., of the Sydney Corporation Act, 1902, relating to the election of Aldermen, it is enacted as follows, viz.:—

1. No candidate at any election shall expend, either by himself or his agent, more than fifty pounds in connection with such election, and the details of such expenditure verified by statutory declaration shall be furnished to the Town Clerk within seven days after the holding of an election.
2. Any candidate who spends more than the said fifty pounds in connection with any such election, or fails to furnish the details of his expenditure within the time limited in the last preceding section shall be liable to a penalty of twenty pounds, to be recovered in a summary manner in any court of competent jurisdiction, and if elected such election shall be void.

Having regard to the nature of the foregoing provisions, and merely as an act of courtesy, there being no statutory or other obligation upon the Returning Officer or Town Clerk, I forwarded a letter to each of the candidates nominated for election directing attention to the requirements of the Act. Such letter was forwarded on the day immediately following the last day for the receipt of nomination papers, and was addressed to the candidates at the address as given in the nomination papers.

Again, as an act of courtesy, I wrote to each candidate immediately after the day of election reminding them of the obligation imposed upon them by statute, and enclosing a form of statutory declaration with the intimation that it should be returned complete not later than Monday, the 8th December, 1902.

So far as the elected Aldermen are concerned the provisions of the Act appear to have been complied with, details of expenditure properly verified by statutory declaration having been furnished within the prescribed time.

Of the unsuccessful candidates twenty-five appear to have complied with the requirements of the Statute within the specified time.

Of the remaining nine unsuccessful candidates, one did not furnish any details of expenditure, but merely declared that the amount expended by him was within the statutory limit of £50, while another did not make the declaration in proper form, and the other six took no notice of the letters which were forwarded and neglected to comply with the provisions of the Act, thereby rendering themselves liable to a penalty of £20.

I am aware that in certain instances, which it is not necessary to particularise, my action in directing attention to the statutory obligations imposed upon candidates, successful and unsuccessful, in the matter of election expenses, has been subject to misconstruction, and was not received or responded to in the spirit in which it was conceived and intended. It is a trite maxim that ignorance of the law is no excuse, and while my letters were not intended to be officious or intermeddling in any way, I should have failed in courtesy and the amenities of public

life, though strictly speaking not in duty, had I omitted to give the candidates timely notice of the obligation incidental to their candidature which they were required to perform.

On referring to the recited Sub-sections it will be observed that the Act provides in case of noncompliance on the part of a candidate who may have been elected an alderman that in addition to the prescribed penalty of £20 the election in such case shall be void.

I do not for one moment suggest or imply in the remotest degree that candidates for the position of aldermen who, in the present instance, may have omitted through forgetfulness or otherwise to comply with the express requirements of the Act, have been guilty of vexatious or frivolous opposition or anything approaching thereto in contesting vacancies occurring by effluxion of time, but it is beyond question that such cases might occur in the future. While, therefore, the Act provides, and I submit properly provides, that for an act of non-feasance on the part of a duly-elected alderman, his election shall be void there is nothing to prevent such unseated alderman offering himself again for election at the election which his own failure in discharging a statutory duty has brought about. I am, therefore, of opinion that not only should the election in such a case be void, but that such unseated alderman should be disqualified from being elected to hold the office of alderman for such period as might after consideration be determined by statute, seeing that his laches, and his laches alone, necessitate the holding of another election at considerable expense to the citizens.

Again, unsuccessful candidates who, after due notice, omit or neglect to discharge their statutory obligations, should also be disqualified from being elected to hold the civic office of aldermen for such period as might, after consideration, be determined by statute. Healthy public competition for aldermanic seats should be encouraged by all means, but I respectfully submit that laws without observance are worse than useless, and while not presuming to dictate I venture to express the view that an act of non-feasance of the nature indicated should be treated as an act of mis-feasance and the offender punished by disqualification for a certain specified time.

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#### COUNTING OF VOTES.—DECLARATION OF POLL.

As some misunderstanding appears to exist with regard to the time occupied in counting the votes, I think it right to detail the procedure adopted. According to Section 33 of the Sydney Corporation Act, 1902, the poll must close at six o'clock; and in Section 37 of the Act it is specially laid down that at the close of the poll the ballot boxes shall be sealed up or otherwise secured by the several presiding officers in the presence of such Scrutineers as choose to attend, so as to prevent any ballot papers being taken therefrom or inserted therein, and shall forthwith be conveyed by the Presiding Officers to the Town Hall, and be delivered to the Returning Officer. Again, it is provided that the Presiding Officers, Scrutineers, or Poll Clerks may vote in any ward other than in which they act by depositing their ballot papers in the boxes for the wards in which they have votes immediately before the examination of the contents of the boxes. In consequence of this provision the counting cannot be proceeded with, nor can the Presiding Officers, Scrutineers, or Poll Clerks proceed to record their votes until the delivery



of *all* the ballot boxes at the Town Hall. At the recent election the last ballot box to be brought in was that from Cook Ward, which did not arrive at the Town Hall until about a quarter to seven o'clock, the apparent delay being occasioned by a large number of voters who were inside the polling station before six o'clock having to be polled after the doors had been closed. Immediately the last box came in the Officials and Scrutineers in the room were called upon to record their votes, each ward being called out in alphabetical order by the Returning Officer. When that was completed the boxes were opened, the ballot papers checked, and the counting proceeded with. The actual counting of the votes commenced at twenty minutes past seven o'clock, and was finished by a quarter to ten. The counting proceeded expeditiously from start to finish, and there was not the slightest delay in any one particular instance.

Although under Parliamentary election procedure I am informed the ballot papers are counted at the various polling stations, where each officer is in fact a Returning Officer in himself, and not merely a Presiding Officer, that cannot be carried out in connection with the City Municipal Elections, because the Act specifically provides against it. In some places in England a similar provision is in force, though it has not given general satisfaction; and in others the Town Clerk, as Returning Officer, is empowered to appoint Deputy Returning Officers to whom he can delegate power to count the votes and declare the poll before conveying the papers to the Town Hall. This procedure, however, cannot be followed in Sydney under the existing Act, neither do I think it wise to adopt such a course. If such a course was adopted the personal responsibility for the proper conduct of the elections now devolving upon the Returning Officer would cease, as he could not be held responsible for the acts of his deputies when not present to direct or supervise them. The technicalities and pitfalls of election law are complex enough at the present time without making them more so, or inviting a method by which the exercise of these very complicated technicalities might be put in active operation. The large majority of English cities and boroughs prefer centralised responsibility in the person of the Returning Officer, and taking the whole of the circumstances into consideration, I am not prepared to recommend any change.

It may be asked as a question pertinent to the issue:—In the event of a Presiding Officer being authorised to act as Returning Officer, who is to check the ballot papers delivered to him and see that the papers are duly accounted for? To check them himself without supervision is no check.

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### ELECTION OF LORD MAYOR.

The newly elected City Council met for the first time on the 9th December last, pursuant to the provisions of the Statute, and for the first time in the civic history of the City of Sydney proceeded to the election of a Lord Mayor, instead of a Mayor as heretofore, to preside over their deliberations for the ensuing year, and to discharge the varied and increasingly important duties devolving upon the Chief Magistrate of the City. Alderman Thomas Hughes being re-elected to that distinguished position on the motion of Alderman Allen Taylor, seconded by Alderman J. C. Beer.

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## LORD MAYOR'S CHAIN OF OFFICE.

The President and Council of the Sydney Chamber of Commerce, at their meeting on 1st December, 1902, unanimously adopted the following resolution:—

“That as the Right Hon. the Lord Mayor of this important City is without a Mayoral Chain, and inasmuch as this Council was instrumental in the first instance in bringing before the Authorities the propriety of the dignity being conferred on this City, it resolves to offer to present to the Lord Mayor the first link in a civic chain.”

The City Council, at their meeting on the 16th December, unanimously decided to accept the offer made by the Chamber of Commerce with thanks.

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## THE LIQUOR ACT, 1898.—LOCAL OPTION.

Section 28 of the Liquor Act, 1898, provides that after the commencement of the Act the granting of a new publican's license or of a certificate of removal of a publican's license shall, within the area of every ward of the City of Sydney, be contingent upon the vote of the ratepayers of such areas respectively, to be ascertained in manner provided, that is to say, the voting of ratepayers within the City of Sydney shall take place on the same day as that on which the annual election of aldermen of the said City is held, after an interval of three years from the taking of the last vote of the said ratepayers under the provisions of the Acts repealed, and every subsequent vote shall take place on the corresponding day at intervals of three years from the taking of the preceding vote. Sub-section 9 of Section 28 enacts that all the provisions of the acts relating to the Corporation of the City of Sydney, so far as they regulate or prescribe the qualifications and disqualifications of electors, the mode and place of holding elections, of appointing polling places, the mode of voting, etc., shall, subject to certain provisions of the Liquor Act, apply respectively to voting and voters at and to all officers taking part in respect of the voting of ratepayers for the purposes of the Liquor Act. Under the provisions of the Sydney Corporation (Amending) Act, 1900, annual elections of aldermen ceased, and in lieu thereof it was provided that the election of aldermen should take place once in every two years. The last local option vote took place in December, 1900, so that in December next another vote will have to be taken, and whilst under the old method the procedure and machinery rendered necessary for the election of aldermen was available without incurring any additional expense, on the next occasion the cost of advertising, hiring rooms and remuneration of Presiding Officers, Poll Clerks, etc., and the provision of other machinery will involve the expenditure of a certain sum of money which would be avoided by an amendment of the Act providing for the election of aldermen once in every three years, as proposed in the amending bill submitted to the Honourable the Premier and Chief Secretary instead of once in every two years as under the present law. This amendment should of course provide that the terms of three years are concurrent, and that each triennial period terminates at the same time, and that one does not overlap the other. I submit the suggestion for the early consideration of the Council.

## THE ANTILLES DISASTERS.

A public meeting of citizens, convened by the Mayor of Sydney and M. Biard d'Aunet, the Consul-General for France, was held in the Town Hall on Wednesday, 28th May, to inaugurate a fund for the alleviation of the great distress and acute suffering among the British and French subjects, caused by the volcanic eruptions in the recently devastated islands of St. Vincent and Martinique. It was resolved to appeal to the people of Australia for such measure of help as it might be in their power to give, and bearing in mind the noble response which had been made in connection with previous disasters of a national character, such as the Irish famine and the Indian famine, it was confidently anticipated that such appeal would not be in vain. The occasion was one for world-wide sympathetic action for the honour of our common humanity. Probably no disaster with consequence so dire, so sudden and overwhelming in magnitude, and which no human forethought could have lessened to a degree, has disturbed this planet since the days of the overthrow of Herculaneum and Pompeii. St. Vincent was laid waste by a hurricane in September, 1898, and so far as the English community was concerned, there was no part of His Majesty's dominions which deserved so truly as St. Vincent the practical sympathy of the British nation. In normal times St. Vincent has been among the most depressed islands in the sorely tried group of West Indian Colonies, and in addition it has now within the space of four years, been visited by two calamities which it would be difficult, probably impossible, to parallel in the history of a British Colony. Our friends and neighbours had equally suffered in the island of Martinique.

In the presence of such a catastrophe, all thoughts of race and geographical differences became subordinate to one general desire to alleviate the misery and ruin wrought by the desolating display of Nature's mighty forces. The two nations—the Empire and the Republic—joined hands in a common affliction, as the Press day by day made the public acquainted with the details and horrors of the scene, and the fact that the seismic storm of violence continued to rage, in completion of the awful desolation wrought by the initial upheaval, rending the earth, drying up the rivers, destroying the whole aspect of Nature, overthrowing the works of man, and driving the terror-stricken people who had thus far escaped with their lives to desperation and insanity. The position was indeed horrible to contemplate and almost impossible to conceive or realise, but, alas, enough was known and understood to arouse the interest and pity of the civilised world, and to urge an almost spontaneous exercise of that great principle which is at once the privilege, glory and ideal of our civilisation—true Christian charity.

The fund was accordingly inaugurated, the Hon. Treasurers being the Mayor of Sydney, Alderman Thomas Hughes; the Consul-General in Australia for France, M. Biard d'Aunet; Mr. R. M. McC. Anderson (late Town Clerk of Sydney), of the firm of Messrs. Allen Taylor and Co.; and M. C. Shard, of the Comptoir National d'Escompte de Paris; and the Hon. Secretaries, the Town Clerk of Sydney, Mr. Thomas H. Nesbitt, and the Deputy-Consul of France, M. Louis Nettement.

An Executive Committee, consisting of representative citizens and many influential members of the French community resident in Sydney, was also formed, and the initiatory organization necessary was carried out under the direction of such Committee. The Governor-General and the State Governors accorded their patronage, and communications were addressed to the Mayors of Melbourne, Adelaide, Brisbane, Perth, and

Hobart, requesting their co-operation and assistance in promoting the success of the fund, and asking them to take such steps as they might deem desirable to secure the co-operation and assistance of the provincial and suburban municipalities in their respective States. The whole of the municipalities of the State of New South Wales were also asked to render aid. The heads of each church and denomination were invited by letter to assist the furtherance of the objects of the fund, and it was also intimated that the Executive Committee would be pleased to receive and consider suggestions as to how this might best be done by the several congregations. The services of Mr. Conway, headmaster Cleveland Street School, and Mr. Bridges of the Public Instruction Department, were obtained with a view to an entertainment being given in aid of the Fund, and the hearty thanks of the Committee were accorded to those gentlemen for the very efficient services rendered by them. At the outset the Committee endeavoured to obtain the practical sympathy of the Federal Postmaster-General, with a view to a concession being granted for the franking of all printed matter used in connection with the fund, but were unsuccessful, as there was no provision for franking letters, even for charitable and philanthropic objects of a purely national character, contained in the Post and Telegraph Act, 1901. The hearty acknowledgments of the Committee are due to Messrs. John Sands, of George Street, Sydney, for executing all printing work free of charge, and to the proprietors of the *Evening News* and *Australian Star* for gratuitously acknowledging the receipt of contributions to the Fund, and to M. C. Shard for conducting all banking arrangements and transactions free of cost.

From the balance sheet submitted by the Hon. Treasurers and Hon. Secretaries at the last meeting of the Committee it appeared that a sum of £834 1s. 3d. had been contributed from various sources, and an additional sum of £9 19s. 7d. was paid to credit as part proceeds of concert, making a total of £844 1s. 3d. Of this sum £402 17s. 6d. was remitted by M. Biard d'Aunet to the French Fund in Paris, a sum of £5 5s. having been specially donated for the French portion of the fund, and £397 12s. 6d. by the Mayor to the Lord Mayor's Fund in London. The other payments included £16 15s. 3d., costs of postage, printing, advertising and other incidental expenses; and £26 16s., disbursements on account of the Cleveland Street Boys' School Concert, the success of which was marred by the unfortunate catastrophe which happened at the Mount Kembla Mine, and which had the effect of diverting public sympathy into another and more local channel.

Since the adoption of the report and balance sheet a further sum of £25 15s. 7d. has been received, which will be divided into equal proportions as before, one half being remitted through M. Biard d'Aunet to the French Fund in Paris, and the other half to the Lord Mayor's Fund in London.

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### THE MOUNT KEMBLA MINE DISASTER.

Early in August last great consternation and sorrow were caused in the City by the sad intelligence of the terrible disaster consequent upon the explosion at the Mount Kembla Mine. Enquiries which were made elicited the information that 94 deaths had taken place, and that there were 35 widows and 150 children to be provided for, besides other relatives.



The Mayor, immediately upon the distressing news becoming known, took preliminary steps to secure financial help to those unfortunate people who had suffered bereavement by the disaster, and convened a provisional meeting in anticipation of a larger public meeting. The provisional meeting was attended by a number of representative and influential citizens, including members of the State Ministry, the Judicial Bench, the Military Forces, the Legislative Assembly, the various Churches and Denominations, and the professional, commercial and business life of the City, and at this meeting the preliminaries for the larger public meeting were discussed and settled. The Mayor, in explaining the object of the meeting, said that the disaster was one of the saddest that had ever occurred in Australia, and one that had been accompanied by an appalling loss of life. For that reason it was proposed to open a Fund for the relief of the present necessities of the unfortunate sufferers. Whilst offering their sympathy they must remember that heavy trouble had come upon the homes by the loss of the breadwinners. What he desired to throw out as a suggestion was that they should endeavour to establish one general State Accident Fund, based on broad lines, to which all contributions might come, but a fund which would not be devoted exclusively to the sufferers by the present disaster. The sufferers by that calamity would, however, be their first anxiety. He believed that the fund for the relief in the present case would prove sufficient, and if more than sufficient money should be received, he suggested that this money should be kept in reserve for use in connection with any future accident. He made this suggestion because about fifteen years ago, at the time of the Bulli accident, a large sum of money, about £43,000, was subscribed, providing ample assistance to all who needed it. Now as the children of the men who lost their lives were growing up, the calls upon that fund were light, and there was an amount of about £15,000 in hand. There was also about £17,000 not appropriated out of the South African Patriotic Fund, and there were also some thousands unexpended from the Lithgow disaster fund. Going further back, there was a balance in hand from the money that was subscribed for the Hawkesbury Flood Relief, which he thought they could withdraw for the purposes of a State accident fund. The fund would accumulate and be growing strong for an emergency such as had now come upon the community. He suggested this matter for the consideration not only of that preliminary meeting, but of the great meeting that was shortly to be held. The *corpus* of such a fund should go into common cause and should not be locked up. He suggested that the fund should be laid on broad and generous lines.

The views of the Mayor were heartily endorsed by the meeting.

A public meeting was held in the Town Hall on the 11th August, at which the Mayor presided, and on the platform were the State Governor (Sir Harry Rawson), the State Premier (Sir John See), Acting Chief Justice Stephen, the Archbishop of Sydney, Senator R. E. O'Connor, Sir William Lyne, The Right Hon. G. H. Reid, M.P., Mr. Justice Cohen, Professor David, The Hon. F. B. Suttor, M.L.C., several members of the State Legislature, representatives of the City Council, as well as numerous prominent business men of the City. The audience, too, was representative of all classes of the community.

The meeting was addressed by the Mayor, His Excellency the Governor, the Hon. the State Premier, the Hon. Senator R. E. O'Connor, the Right Hon. G. H. Reid, M.P., the Acting Chief Justice, Sir William Lyne, M.P. (Home Secretary), Mr. J. S. T. McGowen, M.L.A., Mr. George Fuller, M.P., and Mr. J. Barre Johnston (President of the Sydney Chamber of Commerce).

The following resolutions were unanimously agreed to:—

1. "That this meeting desires to express on behalf of the citizens of Sydney, its deep sympathy with the bereaved families at Mount Kembla in the recent appalling disaster, and to place on record its high appreciation of the heroic conduct of the late Major McCabe and Mr. McMurray, who sacrificed their lives in their endeavours to save their fellow men; and also of the courageous efforts of the different rescue parties, who did so much to prevent greater loss of life."
2. "That an appeal be made, and subscriptions be forthwith invited with a view to affording adequate relief to the widows, orphans, and other sufferers by the Mount Kembla Colliery Disaster."
3. "That a Fund be established, to be called the New South Wales Public Disaster Relief Fund, for the relief of persons who may suffer hereafter from public disaster, and that the monies collected in aid of the objects contained in the second resolution, be paid to the credit of that Fund, subject, in the first instance, to the adequate relief of the widows, orphans, and other sufferers by the Mount Kembla disaster."
4. "That the following gentlemen, with power to add to their number, be appointed a Committee, which shall have power and authority to administer the New South Wales Disaster Relief Fund, in accordance with the resolutions passed at this meeting, and shall have authority to determine what shall hereafter be considered a public disaster for the purpose of relief, and the persons entitled to such relief; and the Committee shall have power to appoint from themselves an executive Committee of twelve, exclusive of officers, to which the powers and authorities of the General Committee may be delegated; and that such Executive Committee shall submit a report and balance-sheet at least once a year to the General Committee, and that a copy of such yearly report and balance-sheet shall be forwarded to the State Premier for the information of Parliament, and be published in the daily Press."

His Excellency the Governor consented to act as Patron of the Fund, the Vice-Patrons being:—The Chief Justice, the State Premier, Members of the State Government, His Grace the Archbishop of Sydney, His Grace the Coadjutor-Archbishop of Sydney (R.C.), The Right Reverend the Moderator of the Presbyterian Assembly, The President of the Methodist Conference, the Chairman of the Congregational Union, the President of the Baptist Union, the Rabbi, and the General Officer Commanding the Forces of New South Wales.

A strong General Committee was formed, comprising amongst others—The Aldermen of the City of Sydney, President of Sydney Chamber of Commerce, President Sydney Stock Exchange, President Sydney Chamber of Manufactures, President Sydney Chamber of Mines, President of the Sydney Labour Council, Chairman of Southern Collieries Proprietors' Association, President of Illawarra Collieries Employees' Association, President of Northern Colliery Proprietors' Association, President of Northern Collieries Employees' Association, President of Western Collieries Employees' Association, President of Shipwreck Relief Society, Chairman of Royal Humane Society for Australasia, Chief Commissioner for Railways, the Representative of Railway

and Tramway Employees, Chairman of Steamship Owners' Association of New South Wales, President of the New South Wales Branch of the Federated Seamen's Union, Chairman of the Bankers' Institute, Chairman of the Hospital Saturday Fund, President of the Fire Brigades' Board, Inspector-General of Police, President of the Friendly Societies' Association, Mayor of Wollongong, the President of the Sydney Wharf Labourers' Association, President of the Sydney Coal Lumpers' Union, the Chairman of Sydney Steam Colliers Owners' Association, the President of the Barrier District Miners' Association, the Officer Commanding the Salvation Army in New South Wales.

The public meeting also appointed the Right Worshipful the Mayor of Sydney, J. Russell French, Esq. (General Manager Bank of New South Wales), T. A. Dibbs, Esq. (General Manager Commercial Banking Company of Sydney) as Treasurers; and Mr. Thomas H. Nesbitt (Town Clerk of Sydney), Mr. H. C. Mitchell (Secretary Sydney Chamber of Commerce), and Mr. T. H. Thrower (Secretary Sydney Labour Council) as Secretaries to the Fund.

The Committee appointed by the meeting of citizens immediately issued a strong appeal for contributions to every available part of the Commonwealth, and advantage was taken of every possible agency to promote the success of the fund, with a view to placing it on a firm and lasting basis. In this appeal it was pointed out that a false impression appeared to exist in the minds of some people that sufficient provision had been made for the Mount Kembla sufferers under an Act recently passed in New South Wales. To remove that impression the Committee stated plainly what that provision is, viz.:—That the allowances granted by the Government of New South Wales under the Miners' Accident Relief Acts amount to 8s. per week to each widow, and 2s. 6d. for each child under 14 years. The suggestion was made that the balance remaining to the credit of the Bulli Disaster Fund of 1887 might be ultimately transferred to the credit of the New South Wales Public Disaster Relief Fund; but the Committee stated that such an arrangement could only be brought about by virtue of an Act of Parliament, after due consideration, and then only subject to all existing claims on that Fund. This necessarily involved delay, and the needs of the Mount Kembla widows and orphans were pressing in the meantime. The number of deaths up to the issue of the appeal amounted to 94, and there were 35 widows and 150 children to be provided for, apart from other relatives, and under such sad circumstances the least that could be asked of the generosity of the public was that the allowances by the Government should be supplemented in every instance where needed.

As a result of this appeal and the active co-operation manifested in the other States, by the religious denominations, the provincial and suburban municipalities, and public and private institutions, organizations, and business firms—collective and individual, a sum of £15,100 has been raised, which sum will be administered in accordance with the resolutions of the public meeting of citizens.

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### OVERCROWDING OF TRAMCARS.

The subject of the overcrowding of tramcars is one which does not immediately concern the City Council, seeing that the Council occupies a different position to other large cities and boroughs in this respect, and unfortunately has no power to make regulations in relation to the matter. It is freely admitted that at certain times of the day when the



rush to and from business is in full operation, the question of overcrowding is a problem exceedingly difficult of solution. The City Council, however, are the custodians of public health, and having special reference to the two outbreaks of plague with which Sydney has been visited in recent years, the action taken by another City Council under similar conditions may be a matter of public interest.

During the outbreak of plague in Cape Town in 1901, regulations in the matter of the overcrowding of tramcars were promulgated in accordance with the advice tendered by the Plague Advisory Board to the Cape Government. These regulations provide that the authorities administering the Tramways shall not cause or suffer to be conveyed at any time in or upon any tramcar a greater number of passengers than will admit of the provision of adequate accommodation to enable every such person to sit at ease. A regulation of this nature if adopted in Sydney would almost lead one to think that the millennium had dawned. The Cape Town regulations also provide that no person not being an officer of the Corporation, travelling in the execution of his duty, or a servant of the Authority administering the tramways, shall be permitted to travel on the steps or platforms of any tramcar, or to stand on any part of the exterior, or sit on any rail of any tramcar, and shall cease to do so immediately on request by the conductor or driver. These by-laws were found somewhat harsh in their operation, and having regard to the opinion expressed by the Plague Advisory Board, the Colonial Secretary, and the Medical Officer of Health to the Government, the City Council of Capetown after mature deliberation, agreed to their suspension for six months subject to certain conditions. These conditions provided that sufficient plant of every description should be immediately provided or imported to provide satisfactory and sufficient accommodation for the travelling public, so as to prevent overcrowding; that the number of additional cars ordered and the probable date when the same might be expected to be delivered and in use for the conveyance of passengers be furnished to the City Council and that in case of a recrudescence of plague in the City the regulation dealing with the overcrowding of tramcars should become again operative forthwith. I do not direct attention to this matter of overcrowding in any spirit of fault finding as I am fully conversant from personal experience in another place with the apparently insurmountable difficulties which beset the Railway Commissioners, but as the matter is one of public interest and one which apparently resolves itself into a question of sufficient rolling stock, it is one which may very properly be commended from the public health standpoint altogether apart from the question of public convenience to the earnest, and it may be, early consideration of the Railway Commissioners.

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#### FINANCIAL.—GENERAL.

During the past year the increasingly important and responsible work appertaining to the Financial Department has in many respects been of an exceptionally arduous character, requiring constant attention and close observation on the part of the Finance Committee, and from what I have been enabled to ascertain the work performed has been characterised by the same degree of success as that which attended the reconstitution of the finances of the Council in the years immediately preceding, when efforts were made to place such finances on a sound and economic basis. The general lines of policy involved in the financial administration of a municipal body like the City Council is, as must be



expected, invariably subject to a certain amount of criticism at the hands of the ratepayers, a criticism which, in ignorance of actual facts and circumstances, is frequently apparently hostile, not always wise or judicious, and not always dictated by that friendly spirit of honest endeavour to effect an improvement where financial administration may, through unforeseen circumstances, have been in error. This criticism is, as a rule, governed by the swing of the pendulum in relation to the rates which circumstances require from time to time. On the whole, I believe the ratepaying public cheerfully recognise that the Finance Committee of the Council has continued to discharge the onerous duties devolving upon it with that care and zeal which has distinguished its efforts during the past few years. It is the province of the Finance Committee, under the scope of the duties conferred upon it by the Council, to regulate, control, and administer the finances of the City. In even casually reviewing the work of the Committee, any one acquainted with the actual facts must be impressed with the importance, nature, and extent of the Council's financial transactions, and which have a decided tendency to rapid growth and extension, notwithstanding the very limited powers possessed by the Council as a municipal authority, and which are utterly inadequate in every sense. The aggregate of these transactions during the past financial year amounted to £622,286, that being the amount of money which passed into and out of the Council's coffers, and which represents the total of the receipts from every source and the expenditure under every head of municipal service, on both income and capital accounts. The corresponding figure for the preceding year was £884,538, so that there has been a decrease of £262,252, or 29·65 per cent. in the aggregate monies dealt with on the several accounts, the loan of £200,000 being included in the figures for 1901.

It is worthy of being placed on record that every payment in this amount has been made by the Council after careful examination and satisfactory verification in some shape or other by the Finance Committee, and on this point I may be allowed to say how strongly I have been impressed during my tenure of office with the assiduity, the care, and attention manifested by the Committee meeting after meeting upon the multifarious financial transactions, both in relation to the revenue as well as the expenditure. Indeed, the approval with which fortnight after fortnight the Committee's statements and abstract of accounts are passed by the Council is an eloquent testimony to the confidence which the Council reposes in its chief and most responsible administrative Committee.

It being my first year of office in Sydney, I have naturally made close observations with regard to the system pursued in relation to the abstract of accounts, the wages abstract, and the periodical independent verification of the credit or debit bank balances, and after my experience of the past year, and the careful and methodical manner in which the work is carried out by the City Treasurer and the General Auditor, I have no hesitation in giving my unqualified adhesion to the system as a whole. The system of internal audit is indeed excellent. With regard to the abstract of accounts it is provided that all accounts shall be rendered to the Town Clerk, by whom they are forwarded to the General Auditor for registration in his office, after which they are forwarded by him to the departments interested. When returned with all docket tickets, etc., attached, and duly signed by the responsible officers, they are examined and checked in detail throughout. The requisition ordering the work or goods, and bearing the signature of the Town Clerk—which requisitions must always be returned with the account, otherwise it will not be received—are compared with the original press

copies returned by the General Auditor; these requisitions, together with the docket tickets, etc., are used in the detail check with respect to quantity and price, and in regard to extensions and additions. Whenever necessary the original tenders and schedules attached thereto, in respect of all contracts entered into by the Council, are referred to, these being in possession of the Town Clerk, and in the case of goods or materials purchased out of contract, the quotations obtained prior to issuing requisitions are compared with the prices charged. When the accounts have been verified and checked in detail they are certified as to accuracy by the General Auditor, by whom an abstract is prepared each fortnight for submission to the Finance Committee. This abstract contains particulars of the details of service, whether under contract or out of contract, the name of the person to whom the account is owing and the banking account upon which the cheque in payment has to be drawn. Occasionally the question of accelerating payment of certified accounts has been impressed upon the Committee, and every attention is given to the matter of expediting payment where bills are properly vouched by the responsible officers of the Council, and in this respect the City Treasurer and General Auditor act with promptitude and expedition.

The system pursued in relation to the wages abstract is that all time books, duly signed by the several gangers and overseers, accompanied by a summarised statement of the time, are forwarded daily to the Paymaster's offices at the Town Hall. Weekly pay-sheets are compiled by the Paymaster, and forwarded by him to the various Departments for verification and signature. An abstract, which consists of the weekly wages distributed under the various ledger headings, is prepared by the Paymaster. This abstract, together with the pay-sheets, is checked and certified to by the General Auditor, a close and rigid scrutiny being always maintained over the *personnel* of the employees named in the sheets, while the gangers' time-books, which contain the originating entries, form the basis of the general check. The abstract is certified by the General Auditor and the Paymaster. It was, I understand, formerly customary for the Clerk of Works and all gangers to sign the pay-sheets, but this practice appears to have been discontinued without any authority, the sheets being signed by the heads of Departments only. I can see no reason for this discontinuance, and should have thought that the heads of Departments would have preferred a system which assisted to locate responsibility in case of error; and whilst it is not proposed to relieve the heads of Departments of any responsibility, I intend to issue instructions that not only are the pay-sheets to be signed by the heads of Departments, as at present, but by the Clerk of Works and the gangers as heretofore.

The City Surveyor is of opinion that the Paymaster should be the officer responsible for the accuracy of the pay-sheets submitted by him for the signature of the head of the Department, such sheets being compiled from information supplied to him by the officers belonging to the City Surveyor's Department. I see no objection to this, as it is part of the Paymaster's duty to prepare or supervise the preparation of the time-sheets, but I see no reason to exempt the gangers or inspectors, as the officers on whom the accuracy of the originating entries devolves, from signing such pay-sheets, in addition to the head of the Department as heretofore.

With regard to the independent verification of the bank balances, a statement is prepared by the City Treasurer each week, which statement is checked, and its accuracy certified to by the General Auditor, who personally compares the same with the City Treasurer's cash books and with the official bank statement of balances forwarded each week

under cover direct to the Lord Mayor. As a general rule there are nine banking accounts in active operation, viz.:—City Fund Account, Suspense Account, Public Markets Loan Fund Account, Moore Street Improvement Account, Assets and Liabilities Account, Sinking Fund Accounts, and Interest and Debentures Account.

No infinitesimal part of the Committee's responsible work consists in the consideration and investigation fortnight by fortnight of estimates of expenditure recommended by the various administrative Committees, not provided for in the annual estimates, prior to being submitted to the Council. A considerable amount of time is thus devoted to the careful examination of these estimates, the reports of the responsible officers thereon, and the financial bearings in relation to the proposals and the year's working to which they respectively relate. The Council's prospective expenditure is thus constantly before the Committee, and whilst engaged checking and verifying the operations appertaining to the present, the question of the future necessarily adds to the importance of the duties in this regard. From time to time during the past year the Committee, in the exercise of its duty, and not by way of espionage, has found it necessary to sound a note of warning admonition with regard to suggested expenditure not provided for in the estimates, and the establishment of the regulation that the responsible officers of the Finance Department should direct attention to any contemplated excess expenditure, has had a most beneficial effect in restraining the ardour of spending Committees and certain officers of the Council, and in maintaining the financial position of the Council as laid down in the estimates for the year. The result of this action during the past year has been eminently satisfactory, and indicates that the Committee keep a vigilant eye on the efficient and economical management of the finances.

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## ESTIMATES OF RECEIPTS AND EXPENDITURE.

The preparation of the estimates of probable receipts and expenditure for last year was somewhat delayed owing to the protracted proceedings attending the appeals made against the new City Assessment, and it was found necessary to petition His Excellency the Lieutenant-Governor to issue a proclamation under the provisions of Section 232 of the Sydney Corporation Act, 1879, whereby owing to unforeseen or urgent circumstances the time for levying the City rate may be extended. A proclamation was issued accordingly, and the time extended to 31st May.

The capitalised value of City properties assessed for rating purposes amounted to £44,795,111.

The estimates for the year anticipated a revenue of £71,299, with an expenditure of £258,304, thus showing an estimated deficit of £187,005 to be covered by a rate of 1s. 10d. in the pound, a reduction of 2d. in the pound compared with the rate for the preceding year. With regard to that portion of the Council's expenditure which relates to the roads, streets and footpaths maintenance, the public health, and the like compulsory services, which the Council are bound by law to keep in an efficient state, it must be apparent to the Council that with a street mileage of 113, and a population of 112,237, very little economy can be practised without detriment to such services, and in view of other services which may be called optional undertakings, upon which the Council has embarked, it will probably be a matter of surprise to know what a very small proportion of the rates in the pound is attributable to



these services; for it will be seen by the table prepared by the City Treasurer that only a small proportion in the pound was raised by rate for all these undertakings, a large portion of which is represented by repayment of debt for which a corresponding valuable asset is retained by the Council for the advantage of future ratepayers. The actual revenue received from all sources amounted to £243,696 16s. 2d. made up as follows:—City Rates, £173,365 15s. 6d.; Arrears of Rates, £4,967 12s. 2d.; Cattle Sale Yards, dues and rents, £10,207 6s. 1d.; Public Markets, dues and rents, £29,459 0s. 2d.; and receipts from other sources, £25,697 2s. 3d. The outstanding rates carried forward according to the City Treasurer's Annual Report, amounting to £19,882 18s. 9d., of which only £1,844 5s. was owing by the general body of ratepayers, the other amounts being due by the following:—Harbour Trust Commissioners, £11,002 11s. 11d.; Government Resumptions, Rocks and Railways, £991 8s. 2d.; and the Federal Government, £6,044 13s. 8d. The City Treasurer estimates that during the current year there will be received on account of the arrears of rates a sum of £6,319, viz., on account of General Rates, £1,219; Harbour Trust, £4,480, and Government Resumptions, £620; leaving a balance of £13,563 18s. 9d., of which £6,044 13s. 8d. due by the Federal Government must necessarily remain in abeyance pending the constitution of the Federal High Court, or other action being taken. I may state here that, acting under the authority of the Lord Mayor, the City Solicitor has been consulted by the City Treasurer and myself with a view to reporting as to the best steps to be taken to protect the Council's interests in the matter of the rates claimed from the Federal Government. Of the total rate to be collected it will be observed that only '93 remained uncollected at the close of the year from ratepayers generally—an excellent result, which testifies to the good work performed in the City Treasurer's Department in relation to this particular branch, and also to the citizens as regards their promptitude in making payments.

The actual expenditure for the year amounted to £229,594 8s. 3d., made up as follows:—Interest, Expenses and Sinking Fund Account, £52,572 1s. 6d.; Wages, Lighting Streets, Maintenance, Cleansing, Sundries, £145,249 9s. 6d.; Cattle Sale Yards, Wages, Salaries and Maintenance, £1,377 7s. 2d.; Public Markets, Interest and Sinking Fund, £20,750 0s. 0d.; Wages, Salaries and Maintenance, £9,455 0s. 1d. According to the analysis prepared by the City Treasurer, Sinking Fund Contributions, Interest on Loans, Exchange and Commission, absorb 32·03 per cent.; Wages, 32·9 per cent.; Metal, Paving, Coals, Stores and General Maintenance, 17·9 per cent.; Salaries, 8·22 per cent.; Gas Lighting, 6·9 per cent.; Advertising, Printing and Stationary, 1·11 per cent.; Rates and Taxes, 71 per cent.; and Insurances, 24 per cent. The surplus on the year's working, after wiping out the debit balance of £1,926 11s. 8d. brought forward from the preceding year, amounted to £12,175 16s. 3d. At first sight, having regard to this credit balance, and the amount outstanding for rates, it would appear that a rate in excess of actual requirements had been levied last year. This, however, is a misapprehension and is not warranted by facts, as the following will show. The estimates last year contemplated an expenditure of £258,304, of which £229,594 was actually expended, leaving an unexpended balance of £8,710. The Council, however, is pledged to carry out certain works which entail commitments to the extent of £8,822 11s. 4d. Indeed, had the whole of the works provided for in the estimates been undertaken the balance to credit would have been infinitesimal. From the Return of Ward Expenditure on metalling, tarred screenings, etc., appended to the City Treasurer's Annual Report, it will



be seen that the total estimates for the year under this head amounted to £38,506, whereas the amount expended amounted to £27,062 5s. 3d., leaving a balance to the credit of the wards at 31st December, 1902, of £11,443 14s. 9d. This credit balance, however, is only nominal in character, and whilst as a matter of actual book-keeping giving a faithful and accurate record of the monetary transactions, it is more than absorbed by works then in progress and works not commenced but which had been voted. The total amount represented by works in progress and those voted but not commenced is £12,182 1s. 2d., the unexpended balance of the estimates being £2,065 0s. 8d., and estimates exceeded by £2,803 7s. 1d., or an actual excess of £738 6s. 5d. Five of the wards show unexpended balances after adjustment, viz.: Bourke, £772 3s. 6d.; Cook, £114 7s. 7d.; Gipps, £470 4s. 4d.; Macquarie, £438 19s. 11d.; and Phillip, £269 5s. 4d. The estimates were exceeded on the lines indicated in seven wards, viz., Belmore, £178 13s. 11d.; Bligh, £403 10s. 7d.; Denison, £42 8s. 2d.; Fitzroy, £1,326 5s. 7d.; Flinders, £110 7s. 8d.; Lang, £220 18s. 3d.; and Pyrmont, £521 2s. 11d. While in the interests of good government it is necessary to sound a note of warning with regard to exceeding the estimates, it is only fair to add that the excess of votes is attributable to the amounts having been passed towards the last month of the year, and the respective amounts will be carried forward as liabilities when the estimates for the current year are being considered.

The following statement shows the total revenue received from each ward, the actual expenditure in each ward, and for purposes of comparison, the per centage or actual expenditure to revenue:

WARD.	REVENUE.			ACTUAL EXPENDITURE.			PER CENTAGE OF ACTUAL EXPENDITURE TO REVENUE.
	£	s.	d.	£	s.	d.	
Belmore ... ..	7,475	3	2	3,055	11	6	40·8
Bligh... ..	10,439	7	4	5,556	5	6	53·2
Bourke ... ..	39,551	18	8	4,813	14	0	12·1
Cook ... ..	6,468	15	10	2,603	0	5	40·2
Denison ... ..	8,690	1	6	3,329	18	8	38·3
Fitzroy ... ..	11,260	12	4	3,917	1	9	34·7
Flinders ... ..	9,164	3	4	4,398	7	1	48
Gipps... ..	9,281	5	1	2,083	4	8	22·4
Lang... ..	31,358	19	2	5,282	10	11	16·8
Macquarie ... ..	25,663	5	0	3,481	12	2	13·5
Phillip ... ..	12,354	2	3	4,216	11	10	34·1
Pyrmont ... ..	6,625	14	0	3,468	15	8	52·3
Total ... ..	£178,333	7	8	£46,206	14	2	25·9

The conditions affecting the Debenture Debt of the Council are exhaustively dealt with by the City Treasurer and need no further comment or elucidation at my hands, except to state for the information of the Council, that the reference with regard to the advisability of including a provision in the Corporation Amending Bill, whereby the ultimate extinction of the £100,000 City Fund Loan—the only one which carries no Sinking Fund—might be ensured, has been already approved by the Council, acting on the initiative of the Lord Mayor, and such a clause has been inserted in the Bill now under consideration by the Government. The same observations apply to the reborrowing powers of the Council as applicable to the several loans raised since the 1878 Act, due provision having been made in the Corporation Amending Bill on the lines suggested by the City Treasurer. In connection with the financial department of the Council I gladly acknowledge the valuable co-operation manifested by the City Treasurer and General

Auditor, both of whom have readily responded to all calls and demands made upon them and with a celerity and promptitude worthy of emulation.

At the end of the year the balances to credit on the several accounts of the Council stood as follows:—

	£	s.	d.
City Fund Account ... ..	12,175	16	3
Public Markets Loan Fund ... ..	13,610	7	3
Moore Street Improvement Account ... ..	1,890	18	8
Suspense Account (Contractors' Deposits, etc.) ... ..	1,690	14	2
Assets and Liabilities Account ... ..	3,808	3	6
Interest and Debenture Account ... ..	18,625	0	0
Sinking Funds Account ... ..	12	16	1
Total ... ..	£51,813	15	11

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### BALANCING RATE BOOKS.

In relation to the balancing of the Rate Books, it has been customary heretofore when exemptions from rating owing to non-liability pursuant to the provisions of the Act have been sanctioned and approved by Council on the report of the City Solicitor, to *strike out* the assessment in the Rate Book. Personally, I do not approve of this system, as I am of opinion that once the assessments have been determined according to the procedure laid down by Act of Parliament, the figures should on no account be interfered with; indeed, no one has any right or any authority to interfere with them. If interfered with or struck through there is a possibility of difficulties in balancing arising, trivial, it is true, but none the less irritating at the time, and certainly unauthorised. In order to remedy this and improve the system, I suggested to the City Treasurer the desirability of balancing the Rate Books according to the system to which I had been accustomed in England, and which I considered would be an improvement if adopted here.

That is to say, that the financial transactions connected with the Rate Book should be presented in the form of a balance-sheet, that on the debit side showing the total ratable value of property within the City as per Rate Assessment Books, viz.:—£2,015,104, for the last financial year, with the total product of the rate at 1s. 10d. in the £. The credit side should show the total amount of rates collected, the amount of rates outstanding, sub-divided into (1) General Ratepayers; (2) Federal Government; (3) Harbour Trust; and (4) Government Resumptions; amount represented by statutory exemptions on account of charitable and religious institutions; and amount represented as irrecoverable owing to duplicate assessments.

By the adoption of this simple form of account, which need entail no additional labour, as a sub-ledger account can be easily opened for properties exempt from rating, the City Treasurer, as the responsible head of the Department, is debited with the total product of the rate levied, and he must account for the whole amount in some one or other of the forms suggested, when the account will readily balance.

The City Treasurer at once perceived the improvement over the system hitherto in vogue, and readily acquiesced in the suggestion. The General Auditor of the Council and the Government Auditors also heartily approved the proposed change. This matter may appear trivial in itself and scarcely worth mentioning, but it is one of those things which may make official wheels run more smoothly.

## LOANS INDEBTEDNESS AND SINKING FUNDS.

The following statement shows the capital or loan indebtedness of the Council with the accumulated Sinking Funds invested in New South Wales Government Securities and other available Assets at 31st December, 1902:—

	LOANS LIABILITY.			SINKING FUNDS AND ASSETS.		
	£	s.	d.	£	s.	d.
City Fund Loan, No. 1...	100,000	0	0			
City Fund Loan, No. 2...	200,000	0	0	1,734	0	0
Streets Loan, No. 1 ...	200,000	0	0	164,625	17	11
Streets Loan, No. 2 ...	100,000	0	0	15,228	4	6
Town Hall Loan, No. 1 ...	35,000	0	0	33,551	8	6
Town Hall Loan, No. 2 ...	200,000	0	0	30,456	8	11
Public Markets Loan, No. 1 ...	300,000	0	0	16,603	6	9
Public Markets Loan, No. 2 ...	150,000	0	0	6,811	15	5
Moore Street Improvement Loan	250,000	0	0	10,563	18	2
Moore Street Improvement, Invested New South Wales Government Securities ...				10,000	0	0
Unappropriated Balance, No. 2 City Fund Loan Account ...				3,605	15	4
Balance—Liabilities over Assets				1,241,819	4	6
Total ...	£1,535,000	0	0	£1,535,000	0	0

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### LOAN LIABILITY.

In comparison with the most recently published returns of the London County Council debt the following analysis of the figures relative to Sydney and London may be of interest to the Council:—

	Ratable Value.	Nett Loan Liability.	Nett Loan Liability, equal to purchase of ratable value.	Nett Loan Liability, equal to per pound of ratable value.	Nett Loan Liability, equal to per head of population.	Ratable Value, equal to per head of population.
	£	£			£ s. d.	£ s. d.
Sydney ...	2,015,780	1,241,819	·615 Years	1·63	11 1 5	10 16 10
London ...	37,492,502	24,813,694	·661 Years	1·51	4 10 2	6 16 4

Put in another form with a view to comparison not only with London but with eight large representative towns in England, Sydney has borrowed for municipal purposes £61 against each £100 of its ratable value; London, £65; Manchester, £584; Bradford, £438; Nottingham, £390; Birmingham, £386; Leeds, £367; Sheffield, £305; and Liverpool, £230. The latest returns of the Local Government Board in England show a vast increase in the local debt for the whole of Great Britain, it having trebled in the last twenty-five years, while the ratable value has increased less than 30 per cent.

In considering these figures, and the comparisons made, it must be borne in mind that in Sydney and London a considerable portion of the present debt is in respect of undertakings which are to some extent remunerative and involve a fluctuating charge on the ratepayer according to the balance of income over expenditure, as such balance forms a contributory quota to the Interest and Sinking Fund charges. In the other English cities and towns quoted comparisons are valueless except

for purposes of information, as the debt incurred includes money borrowed in respect of Tramways, Sewerage, Gas Works, Water Works, Abattoirs, Parks, Cemeteries, and other purposes which are not administered as municipal undertakings in Sydney.

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### MOORE STREET IMPROVEMENT RATE.

Numerous enquiries have from time to time been made during the past year with regard to the action—if any—contemplated by the Council in the matter of the Moore Street Improvement Rate having regard to the recommendations contained in the report of Judge Murray, who acted as a Royal Commission to enquire into the working of the Act. It will be remembered that the estimate of the total cost of opening the new street was £217,284, made up as follows:—Freehold values of properties to be resumed £201,784; estimated cost of forming new street, £6,000; approximate value of occupiers' interests, £4,500; allowance for contingencies, £5,000. The actual cost came to £236,014 11s. 5d. Thus the half share of the estimated cost (£108,642) chargeable under the provisions of the Act to the ratepayers within the betterment area, fell short of the half share of the actual expense by £9,365. To meet the cost incurred, the City Council raised a loan of £250,000 bearing interest at the rate of four per cent., of which sum the property owners within the betterment area were to provide £108,640, and the general body of ratepayers, through the City Fund, £141,360. The annual interest, £10,000, was apportioned as follows:—Betterment area ratepayers, £4,345; City Fund, £5,655, so that the general body of ratepayers actually contribute a larger proportion than was originally contemplated, and this has again been increased since the beginning of the year 1899 by the Council having voted from the City Fund an annual contribution to the Sinking Fund. The City Council, in carrying out this improvement under the specific conditions of an Act of Parliament, have done so in all good faith, believing that the obligations legally imposed upon the proprietors of property within the betterment area would be carried out in their entirety. To depart from these conditions now that the improvement has been carried out is in effect a breach of faith, and in the event of any proposed legislation being submitted which would result in a reduction of the betterment payments without giving the Council the necessary equivalent, such proposal should be strongly opposed by every legitimate means. It must be remembered that the loan which was raised by the City Council, under the provisions of the Act, for the purpose of meeting the cost of resuming the surrounding properties and the formation of Moore Street, was undertaken under the advice and upon the assessment of specially-appointed expert valuers, thoroughly acquainted with the conditions. That the Act itself was an experimental piece of legislation, since proved to be defective, must be apparent to all who have studied it in the light of the report presented by the Royal Commission. The contributions annually made by the Council have already been increased by £200 per annum, as previously stated, and owing to the faulty and defective provisions of the Act in relation to recovery from owners of properties within the betterment area, whereby the Improvement Rate can only be recovered where the property remains in the hands of the original owner as scheduled, an additional sum of £8,539 8s. 5d. is at present irrecoverable. Unfortunately, the Act as it now stands does not define the question of ownership and consequent liability, a position which the Council anticipated they would be released from under a Bill which came before Parliament early in 1901, but, owing to the opposition of



certain ratepayers within the area, it was suspended and the Royal Commission appointed. That some legislation may be necessary in order to remedy the faulty provisions of an Act, for the drafting of which the Council is in no sense responsible, in relation to this matter is not denied, but any attempt to relieve the proprietors within the betterment area from their legal obligation to contribute at the expense of the general body of ratepayers, and without providing a necessary equivalent, would, I submit, be unjust in the extreme.

The City Treasurer, with commendable foresight and perspicuity, has on several occasions very strongly pressed this matter upon the attention of the Council, and having regard to the action taken during last year, whereby a sum of £4,556 6s. 7d. accumulated arrears was recovered, as compared with £500 9s. 3d. in the preceding year, it may be hoped that the Council will not relax its efforts in the direction of enforcing payment. It may be here stated that in the event of legislation being introduced to give effect to the report of the Royal Commission, a sum of approximately £28,000 will either have to be refunded by the City Council, which would be an act of grave injustice to the citizens, or raised by other means not at present apparent. Again, the annual income of the Council under the Moore Street Improvement Act on the restricted betterment area approved by the Royal Commission would be materially affected, as assuming the usual annual payments were made, the Council should receive £3,476, whereas under the scheme suggested by the Royal Commission, the annual contributions all being paid would amount to £1,510, an annual loss of £1,956. This in itself is a serious matter, and equivalent to an additional rate of one farthing in the pound spread over the whole of the City area.

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#### SINKING FUNDS.—ANNUAL PAYMENTS.

The statutory obligations imposed upon the Council with regard to the liquidation of the loans within the authorised period of borrowing have been regularly complied with, although the Government Auditors state that an exception has been made in connection with the Sinking Fund to be created under the Town Hall and Streets Loan for £300,000. The Government Auditors state that the payments have been made on a basis of 50 years, whereas the currency of the loan is for 25 years only. The Government Auditors are acting under a complete misapprehension, and their remarks with regard to a basis of 50 years and a currency of 25 years relate to an entirely different subject. With reference to the Town Hall and Streets Loan for £300,000, the Act 50 Victoria, No. XIII., expressly provides that in each and every year, commencing with the year 1887, during the currency of the debentures, the Council shall pay into a Sinking Fund a sum of money not less than two thousand pounds. This requirement has been regularly carried out, and the sums paid lodged as a trust fund with the State Treasurer, and interest thereon at four pounds per centum per annum is allowed by the Treasurer.

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#### DISBURSEMENTS.

The Government Auditors, having made certain representations with regard to disbursements having been made, as they allege without authority or compliance with the requirements of the Standing Order, which provides that all accounts shall be passed and examined by the Finance Committee and reported by them before any warrant shall be

issued for payment thereof, provided that in cases of emergency the Lord Mayor and any two Aldermen may authorise payment of any sum not exceeding £50, I deem it right to explain the circumstances in connection therewith.

Owing to the dissolution of the late Council and the consequent dissolution of the late Finance Committee on the 30th November, 1902, and the election of the new Committee on the 16th December, 1902, there was no meeting of that body between 20th November and 24th December, consequently no accounts could be submitted to or approved by a Committee which was not in existence. In the meantime, as the financial year terminated on the 31st December, it was highly desirable that all accounts due by the Council should be promptly discharged and not carried forward as liabilities to be met in the ensuing year. The business of the Council could not be permitted to become paralysed in the unavoidable interregnum between the lapse of the old Committee and the constitution of the new, and all accounts, wages and salaries falling due and payable between the 26th November and 25th December were duly audited and certified in detail by the General Auditor, verified by the City Treasurer, and submitted to the Lord Mayor, on whose authority under the exceptional circumstances prevailing they were paid. On the 24th December, at the *first* meeting of the newly-constituted Finance Committee, a complete detailed list of accounts, salaries and wages, which had been paid during the preceding month, was submitted to the Finance Committee, investigated and checked, item by item, in detail, and duly passed, reported to and confirmed by the Council in due course. It is quite true that as the Finance Committee only meets fortnightly, the Standing Order referred to does not make sufficient provision for the weekly wages payments, and it would therefore appear that some amendment is necessary. In commenting upon the matter the Government Auditors remark that in any case it seems inadvisable that general accounts amounting to over £3,000 should be paid out of the City Fund in anticipation of the sanction of the Finance Committee. As a matter of fact £1,110 of this sum was in respect of a payment made to Messrs. Preece and Cardew, Consulting Electrical Engineers, payment being authorised by vote of Council on 25th November, 1902. The Council, I may add, has full power and authority to suspend its own Standing Orders as and when it may deem desirable.

Although I have deemed it my duty to furnish the foregoing explanation, I find that the Standing Order referred to by the Government Auditors, viz., No. 30 of the Standing Orders published in the *Government Gazette* of the 12th July, 1880, was repealed by the new Standing Orders published on the 13th June, 1901, and therefore their contention is untenable. It was not re-enacted in the new series of Standing Orders, because of the fact that the Attorney-General raised the point that the Council had no power to make such a by-law. The City Solicitor pointed out at the time that he concurred with the Attorney-General in such view, and the City Solicitor then suggested that a resolution of the Council should be passed covering similar subject matter. I am unable to trace any such resolution other than the resolution passed by the Council defining the scope and duties of the Finance Committee, which provides that the Committee shall examine and certify for payment all vouchers and pay sheets or any other accounts due by the Corporation. The City Solicitor is of opinion that the action taken was the only action which could have been adopted under the circumstances. In any event he is also of opinion that the Government Auditors are not concerned with the question as to the technical authority for the payment in view of the fact that the Finance

Committee and the Council afterwards ratified and confirmed every payment, approving of the course adopted by the Lord Mayor, taking advantage of the very first meeting after the constitution of the Council and Committee to do so. In order to meet any possible difficulty in the future, although it is not admitted that any extraordinary action has taken place, it might be as well to make special provision by resolution for any interval between the dissolution of one Finance Committee and the constitution of another.

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### BUILDING FEES.

During the past year the question of the collection of outstanding building fees has on several occasions come under my notice. On calling for a return I find that the outstanding building fees are as follows:—1887-9, £773 12s.; 1900, £63 15s.; 1901, £23 5s., and 1902, £165 5s., a total of £1,025 17s.; and for special fees the following amounts are due:—1888-9, £31 10s.; 1900, £3 3s.; 1901, £3 3s.; and 1902, £6 6s., a total of £44 2s., or £1,069 19s. outstanding for building and special fees combined. The necessity for taking definite action must be clearly apparent. In reply to my enquiries as to why payment of these amounts had not been enforced, I am informed that since the year 1887 the collection of building fees has not devolved upon the City Building Surveyor, though the City Improvement Act (Section 22) distinctly relegates that duty to him. Furthermore, it appears that an order was not only officially given by Council, but a printed notice was ordered to be exhibited in the office for the information of the public, stating that all fees payable for licenses, or any matter or thing whatsoever, must be paid by the person or persons incurring the liability into the City Treasury, and that without a receipt from that Department a settlement would not be regarded. Seeing that the Act specially instructs that a receipt signed by the City Building Surveyor shall be tendered, this places that officer in the ambiguous position of having to tender a receipt without having the power to receive the payment under present conditions, and I, therefore, respectfully submit that the instruction given to the City Treasurer, whilst perfectly right and justified in principle, so as to centralise responsibility for the collection of accounts is inoperative in practice as regards building fees, seeing that it is an instruction in direct contravention of the specific provisions of an Act of Parliament, and consequently *ultra vires*.

The method of procedure adopted consists in sending out accounts shortly after the completion of the different works. These are followed by final notices at the commencement of each month in cases where payments have not been tendered. The City Building Surveyor forwards a quarterly return to the City Treasurer, showing the amounts outstanding, and the City Treasurer reports that strenuous efforts have been made from time to time to recover the items, as they have been reported as overdue, and the Collector in the Treasury Department has periodically been placed on special duty in reference to these fees. In 1899 the late City Treasurer pointed out that a large proportion of the building fees accounts appeared to be irrecoverable, and the present City Treasurer and City Building Surveyor concur in that view. The City Solicitor states that he has on previous occasions advised it is necessary that the terms of Section 22 of the City of Sydney Improvement Act should be complied with before any fees are recoverable, and that where proceedings are commenced they are to be commenced upon a complaint by the City Treasurer or City Building Surveyor—a form of complaint



having been prepared some years ago, and printed for the use of the officers mentioned. The City Solicitor further states that in regard to all building fees, not only should the provisions of Section 22 of the Act be complied with *at the time* of the completion of the buildings, but proceedings should be instituted forthwith in default of payment, as the Act, in his opinion, contemplates prompt action for the recovery of the fees. It is my intention to bring the matter before the Finance Committee on the auditors' report at an early date, with a view to having such fees as are beyond recovery written off, and not brought forward year by year as outstanding, and to institute proceedings for recovery in all other cases acting of course under the advice of the City Solicitor.

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### OUTSTANDING. PAVING, ETC., ACCOUNTS.

It is my duty to direct attention to the amount of outstanding accounts for sundry works performed and services rendered, such as paving streets, repairs, refuse removal, sale of manure, etc. For 1901 and previous years, a sum of £459 11s. is owing, and for 1902, £1,258 6s. 6d., a total of £1,717 17s. 6d. The Government Auditors recommend that a final effort should be made to recover, failing which the Council should give authority to have all statute-barred and other irrecoverable accounts written off the books. This is a matter with regard to which definite action should be taken, and it is my intention to bring the matter before the Finance Committee forthwith.

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### SECURITY ON CONTRACTS.

It has heretofore been usual to insert a condition in the specifications relating to contracts whereby the Contractor is required to execute a formal Bond, in a specified sum, with two sureties, within a specified period from date of intimation of acceptance of tender, and to deposit a certain specified sum as cash security for the due performance of the Contract. As a general rule, the amount of cash deposited is not sufficient to constitute security for the due performance of the contract, the responsibility nominally devolving upon the two sureties. The City Solicitor and myself are agreed that the system of personal security is one which ought to be discontinued in the interests of the Council, seeing that it is not possible to ascertain the financial stability of any sureties offered. In some cases they are known by repute, and are to all appearances satisfactory, while in others they are not known and the Council has no means of satisfying itself as to their standing, and as a result personal securities, it may be financially worthless, are accepted, there being no alternative. Having regard to these circumstances, I am of opinion that the conditions embodied in the specifications should be amended or amplified, so as to provide for cash security of ten per cent. on the amount of contract being deposited with the City Treasurer, so as to ensure due performance of the contract, such sum in the event of failure to carry out the requirements of the contract to be forfeited as liquidated damages, to be applied by the Council in relation to such contract as the Council may see fit.

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## REGISTER OF CONTRACTS.

In conversation with the Government Auditors I intimated that, in my opinion, a register of all contracts and Bonds entered into by the Council from time to time, should be brought into use so as to facilitate reference. The auditors expressed approval of this course, which, it appears, was previously recommended by them. This register is being introduced from 1st January last, and will be kept in the Town Clerk's Department.

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## REGISTER OF FIRE INSURANCES AND GUARANTEE POLICIES.

A detailed register of all fire insurances effected by the Council in respect of Corporation Assets, such details comprising the situation and description of the property insured, the amount of insurances effected, the Company by whom the insurance is undertaken and the annual premium payable has been introduced from 1st January last. A register of guarantee policies has also been introduced.

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## RENTS RECEIVABLE.

The collection of rents in respect of properties belonging to the Council has, on the whole, been attended with satisfactory results, and with very few exceptions, for which reasonable explanations have been furnished to the Finance Committee, regularity in payment has been well maintained. The rents outstanding at 31st December last were as follows:—

Queen Victoria Markets Buildings ...	£243	14	2
Sussex Street Buildings ... ..	10	12	0
Kent Street Buildings ... ..	8	8	0
Pymont Buildings ... ..	6	0	0
Homebush Buildings ... ..	11	10	10
Total ...	£280	5	0

The production of a fortnightly list of arrears to the Finance Committee, initiated last year, has had a beneficial effect, and it is intended to pursue the same course with regard to other assets.

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## TOWN HALL LETTINGS.

The lettings of the Centennial Hall, from the 1st January to 31st December, 1902, amounted to 161 in number, and of the vestibule 21, or a total of 182 lettings. The total receipts from lettings amounted to £2,534 6s. 0d., compared with £2,368 15s. 9d. for the preceding year, which was an abnormal year, owing to the inauguration of the Commonwealth and the visit of the Duke and Duchess of York. The amount realised in lettings is a satisfactory addition to the revenue of the

Council, and a matter for congratulation, it having been anticipated that there would have been a decrease in receipts under this head.

The electric lighting plant at the Town Hall is controlled by the Chief Mechanical Engineer, two engineers and one fireman, and the plant is maintained in good working order.

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### RESIDENT CARETAKER—TOWN HALL.

Immediately upon taking up my duties as Town Clerk, I was much struck with the necessity which existed for the appointment of a Resident Caretaker in a building of the value and character of the Town Hall, and as the months progressed constant observations strengthened my original impression, and I determined to make a recommendation thereon to the Finance Committee. The City Building Surveyor on being consulted reported that certain rooms were available for the purpose, and he estimated that they could be adapted, and all sanitary and other arrangements carried out in a satisfactory manner for the sum of £123. The Finance Committee approved the expenditure, and the recommendation was subsequently confirmed by the Council and the work proceeded with. The appointment of the Lord Mayor's Orderly as Resident Caretaker, which has been decided upon, will probably involve certain changes being made with regard to the cleaners' attendance on Sundays. It appears that for the last fifteen years it has been customary for the attendants in turn to watch the building every Sunday, the cost to the Council being £26 per annum. As the Lord Mayor's Orderly will be residing on the premises it will not be necessary in the event of telephone and electric bell communication facilities being afforded to him, for the attendants to discharge the duty of watchmen as heretofore, except occasionally when required to clean the Hall after Saturday night engagements. This usually takes about two hours, and for their services the attendants will of course receive payment. A recommendation in relation to this matter will be submitted to the Finance Committee in due course.

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### TOWN HALL REGULATIONS.

A suggestion which has received attention on previous occasions is that when the Hall is engaged and attendants are required, the Council should make it a condition of letting that the uniformed employees of the Council should be engaged.

The adoption of this suggestion would give the Lord Mayor's Orderly, who is invariably in attendance when the Hall is engaged, better and more complete control over the opening of the doors, and the admission of the public so as to prevent unnecessary crushing and possible accidents. Under present conditions the Orderly has not the slightest control, and strange attendants will, as a matter of course, take instructions from the manager of a concert only. Instances are not isolated where managers have insisted, in spite of strong remonstrance, on keeping the doors closed until the last minute, thereby causing great confusion and crushing and annoyance to the general public, and inconvenience and dissatisfaction to those who ought to be, but are not, responsible. Again, managers have been known to insist on the doors leading from the large hall into the corridors and annexes being kept closed and locked, thus increasing the possibilities of danger in case of

a panic. Under no circumstances ought these doors to be locked, and the Lord Mayor's Orderly, whose tact, discretion and judgment have been proved and may be relied on, ought to be invested with authority to decide when the doors ought to be opened to admit the public. Furthermore, certain managers are not satisfied with the plan of seating accommodation provided, but insist on appropriating every available corner for their own advantage, but to the consequent risk of the audience. Plans showing the maximum seating accommodation are available, and these plans ought to be rigidly adhered to, and the Lord Mayor's Orderly authorised to remove all seats not shown on such plan, as proper regulations with regard to egress cannot be enforced if managers are allowed to utilise all space, as they have been in the habit of doing, to the detriment of the public. I therefore recommend that the conditions of letting should be amended accordingly.

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### TOWN HALL.—OFFICE ACCOMMODATION.

The extremely important question of providing proper office accommodation for the continuously increasing staff of the Council, especially in connection with the Electric Lighting and Power Department of the Corporation service, is one which is gradually assuming shape and will at no distant date have to be carefully considered. At the present time the Resident Electrical Engineer is located in the basement of the Town Hall, an arrangement which cannot be looked upon as convenient for the general public, but the only one which could be made at the time, and even then at much inconvenience to another department. A re-arrangement of rooms whereby a concentration in the housing of the Official Staff of the several departments of the Corporation service is undoubtedly necessary, but how this can be effected with the limited number of rooms available is a matter of considerable difficulty. With the early advent of an Electric Lighting Department, the available office accommodation will not only be unsatisfactory but will to a great extent hamper and it may be preclude and prejudice proper and efficient administration. I cannot, therefore, too strongly urge upon the Council the necessity which exists for some definite steps being taken to make arrangements whereby the necessary provision may be effected.

A certain amount of office accommodation will no doubt be provided in connection with the Power House and Station at Pyrmont, but as the whole of the clerical and financial work must necessarily be carried out in the Town Hall, as the central administrative building, additional accommodation in the Town Hall will be imperatively necessary.

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### CHINA NAVAL CONTINGENT TABLET.

On the application of Captain Hixson, the Officer Commanding the Naval Forces, late China Contingent, the Council accorded permission for the erection of a tablet in memory of the late Staff-Surgeon Steel, M.B., C.M., and the men of the New South Wales Naval Contingent who died for the Empire while on active service in China. The tablet is placed in the vestibule of the Town Hall, and bears an inscription to the effect that it was erected by the Officers, Petty Officers and men of the New South Wales Naval Forces.

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## SOUTH AFRICAN CONTINGENT TABLET.

An application was made by the Australian Rifles for permission to erect a tablet in memory of the late Troop-Sergeant-Major George Griffin, 1st Australian Horse, for many years Chief Petty Officer New South Wales Naval Artillery Volunteers. Troop-Sergeant-Major Griffin was the first of the New South Wales Contingent to fall for the Empire in South Africa, having been killed in action at Slingsfontein on 16th January, 1900. The Council accorded permission for the erection of the tablet in the vestibule of the Town Hall, the inscription stating that it was erected by the friends and comrades of the late Troop-Sergeant-Major Griffin.

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## CITY ORGANIST.

In accordance with the terms of his appointment, Mr. Arthur Mason entered upon the duties of City Organist just before the termination of the year 1901. During the year 1902 the Town Hall Recitals have been regularly given, and have received a considerable measure of public support. In the early part of his engagement the Council, on a motion submitted by Alderman Evan Jones, having authorised the establishment of free Sunday afternoon recitals in addition to the Wednesday afternoon and Saturday night performances, it devolved upon Mr. Mason to inaugurate the scheme, and the first Sunday performance was given on the 22nd December, 1901. From the commencement the new arrangement appeared to meet a public necessity, and has proved a distinct success, the Sunday afternoon recital being now a well-established and popular institution, highly appreciated by the public, and invariably attracting the largest attendance of the week.

According to the method at present in operation for conducting the recitals there are two free recitals in each week, namely, Sunday afternoon and Wednesday afternoon, and one on Saturday night, for which the public pay sixpence or a shilling for admission, according to the seat desired. This arrangement of course implies that the provision of music by the City Council is intended rather as a free gift to the citizens than as a possible means of financial profit. As a matter of fact the work of the year shows that the proportion of "paying" to "free" recitals was about one in five, as owing to the frequent engagement of the Town Hall on Saturday nights the City Organist was only able to give twenty-five recitals on Saturday nights out of a possible fifty-two. In spite, however, of this enforced reduction of the financial possibilities to the extent of one-half, a sum of £562 was received from the recitals from the 14th December, 1901, to the 31st December, 1902, as against £433 for the preceding year less a fortnight.

Altogether one hundred and two recitals were given during the year, at which 709 pieces were played. This total comprises 400 distinct pieces, the remainder being made up by repetitions of the more popular items. The method adopted by the City Organist in the arrangement of the programmes has had in view more especially the English school of organ music and the performances of great orchestral compositions, facilities for hearing which are, as will be readily understood, limited in a country where orchestras are comparatively few in number, while the noble instrument in the Town Hall affords ample and unique opportunity for the satisfactory performance of complicated works of this nature. The inclusion of modern orchestral music in organ recital



programmes, which the City Organist states is now a distinguishing feature of the performances of the more advanced European concert organists, has the advantage of distinct novelty in Sydney, and has met with considerable appreciation at the hands of a music-loving public.

In connection with the Saturday night recitals, the arrangement by which the organ programme is supplemented by vocal and instrumental items has been continued. By this means not only have the concerts been made more generally attractive to the public, but opportunity has been afforded to the City Organist of assisting, especially young local artists of talent, by providing them with public appearances.

During his tenure of office the City Organist appears to have endeavoured, by constant effort towards the highest standard, to make the Town Hall organ a notable, useful and instructive feature in the art life of the City. The Council in October last marked their appreciation of Mr. Mason's services during the preceding year by reappointing him to the position of City Organist, for a further period of two years on the same conditions as heretofore. Under these conditions the City Organist has the right of private practice, and the Council to arrange in each year to secure the services of an eminent organist from Europe or America to give a series of recitals on the City Organ, the City Organist during such recitals to be freed from his duties.

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### CITY ORGAN.

The Town Hall Organ, having regard to atmospheric conditions and influences, has been well maintained during the past year and the tuning has been regularly performed. No repairs of any consequence have been found necessary, such work as has had to be done being of a purely minor character and incidental to a large instrument of this character.

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### QUEEN VICTORIA MARKETS.

In connection with this important asset of the Council it is a source of much gratification to find that, while the income has been steadily increasing, the debit balance on the other hand has shown an equally steady and satisfactory diminution. Increased revenue and decreased expenditure is a good sign, and a testimony to the care and efficiency of the management under the direction of the Superintendent of Corporation Assets. The amount allocated from the loan of £450,000, which was obtained for Market purposes—including the Belmore Markets and the Fish Markets—for the Queen Victoria Markets was £393,000. This sum was apportioned to cover the cost of the erection of the buildings on the site of the old markets and of the former City Police Court, and also to pay for the purchase of a portion of the site, which was acquired at a cost of £126,000. The loan referred to was obtained in two separate amounts, namely, £300,000 in London, bearing interest at the rate of 4 per cent. per annum, and £150,000 in Sydney at 3½ per cent. per annum. At the end of 1899, the first complete year of operations since the opening of the markets, the revenue, consisting of rents from tenants, amounted to £9,350. At the corresponding date in 1900 the receipts had risen to £14,118, and at the close of 1901 a further increase was shown, the revenue being £15,636. For the year 1902 the total revenue amounted to £16,184, so that the result

at the end of the fourth year of working showed an increase of revenue equivalent to 70·9 per cent. as compared with the revenue during the first year's working.

As regards the expenditure, this amounted in 1899 to £21,831, in 1900 to £23,154, in 1901 to £23,120, and in 1902 to £23,327. Of this expenditure a sum of £18,300 is allocated annually to meet the interest on the borrowed capital and to provide for the Sinking Fund, the balance being apportioned principally in connection with the management and administration.

The debit balance at the end of 1899 amounted to £12,400, at the end of 1900 to £9,036, at the end of 1901 to £7,484, and at the end of last year to £7,143.

It will be observed from this statement that the revenue has increased from £9,350 in 1899 to £16,184 in 1902, with a reasonable prospect of continued improvement. There is always a good demand for premises in the markets, more particularly for residential rooms. At the end of 1901 a complete revision of the rentals took place, an increase being decided upon in many instances and willingly paid. When the original leases of some of the George Street and Arcade shops fell in 1901, increases of rents were made averaging between 10 per cent. and 12½ per cent. on short tenancies. With one exception the tenants acquiesced in the new conditions, and in the case of the exception the premises were at once relet to another tenant at the increased rent. A pleasing feature is the fact that a majority of the principal tenants came into occupation during the first half year the markets were open and they still continue as tenants.

It was stated during the last outbreak of plague that the Queen Victoria Market Buildings abounded with rats. According to the report of the Superintendent of Corporation Assets this statement is absolutely incorrect. Before the actual outbreak of plague it was customary to distribute poison in all parts of the building, and on and subsequent to the outbreak the precautions taken were, if possible, more stringent. The services of the Council's ratcatchers were enlisted, but their efforts proved fruitless, no trace of rats being discovered. This satisfactory testimony was no doubt largely due to the attendants insisting that all scraps of food must be cleared away regularly, and when, on inspection, the officers find that this has not been done, the premises have been at once cleansed by the staff. This practice has been continued, and with the hearty co-operation of the tenants it is confidently hoped that the Queen Victoria Markets will continue to be a model of cleanliness.

The clerical, mechanical, and attendant staff attached to the markets comprises the clerk of the markets, two engineers, one engineer's assistant, ten attendants and cleaners, six lift attendants, two watchmen and an office boy.

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### BELMORE MARKETS.

The result of the year's working of the Belmore Markets shows a satisfactory increase in revenue of £123 and a diminution in expenditure of £155, the balance to credit being £5,764, compared with £4,553 in 1900, prior to the present Superintendent of Corporation Assets being entrusted with control. The staff consists of the Clerk of the Markets, seven Attendants and two Watchmen.

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## REBUILDING BELMORE MARKETS.

The extremely important question of providing for the erection of new market buildings on the site of the existing old market is one which needs immediate attention, with a view to an early settlement for or against. Some two years ago the Council obtained the necessary statutory powers to borrow a sum of £21,000 for the purpose of erecting new market buildings on the site of the old markets, and such sum was accordingly borrowed as part of the loan raised by debentures in 1901. Interest at the rate of £4 per cent. per annum, and a Sinking Fund at the rate of approximately £180 per annum, is being met each year although the loan has not been applied to the purpose for which it was borrowed. In the meantime £10,000 has been invested, temporarily, at 3½ per cent., so that this partially contributes to the annual statutory outlay. This fact, notwithstanding, I am of opinion that the transaction cannot be described as good finance, and that a decision one way or the other is imperatively necessary, and should be come to without delay. Indeed, the delay which has already taken place has seriously hampered the revenue-producing power of the market, the increasing demands for additional accommodation being a matter of common knowledge, besides which, under present circumstances, the law is continually being broken, owing to the constant use in the early morning of the footpaths surrounding the markets. It will be within the recollection of the Council that competitive designs were invited for the new markets on the site of the old Belmore markets, one condition being that the cost of the building complete and ready for occupation should not exceed £8,000, inclusive of architect's fees. Seven competitive sets of plans were received, and the City Building Surveyor, in reporting upon them generally, stated that he was of opinion that none of the designs submitted could be satisfactorily completed for the stipulated amount, viz., £8,000, including architect's fees. On the whole, the competitors adhered to the conditions afforded them, and no small amount of credit was due to those who had complied with the wishes of the Council. In substantiation of his statement, that the competitors had under estimated the cost of their designs, the City Building Surveyor directed particular attention to one case where a competitor furnished a priced schedule of quantities, prepared by a well-known firm of quantity surveyors, and the estimate therein quoted for an extremely plain design amounted to £12,800.

Having regard to the report of the City Building Surveyor, the Council determined not to make any award, and authorised the return of the designs to the competitors.

As the Lord Mayor was particularly desirous that the matter should not be postponed indefinitely, the City Building Surveyor has prepared a sketch plan and section of the proposed rebuilding of Old Belmore Markets on the site bounded by Pitt Street, Castlereagh Street, Campbell Street and Hay Street, minus forty feet for the widening of Pitt Street between the two markets. This plan was prepared in accordance with the requirements suggested by the Superintendent of Corporation Assets, and in consultation with him. Under this plan it is proposed to intersect the floor space with four roadways twenty feet wide for vehicular traffic, two each extending longitudinally and transversely through the building, and which it is proposed should be used only for facility of access to the floor or stall space. These roadways, as proposed, will have kerb and gutter and be paved with wood-blocking cube setts or tarred metal, the latter, in the City Building Surveyor's opinion, being the most suitable. The roadways were submitted for



consideration after much conference, and by their adoption it is believed that there will be no actual curtailment of floor space for rental, although apparent on the plans, as in the Western markets certain cartways are as fixed as if bounded by kerbs, and such ways are never encroached upon by stall holders. Experience, it appears, has shown in the Western Market that too many entrance openings are undesirable, and in the plan submitted these are much reduced in number. It is proposed to roof the markets on five spans, a central space of fifty feet and four side spans of about thirty feet six inches each, the roof to be of iron supported on rolled steel joist stanchions and longitudinal girders and braces, each roof span to be surmounted by patent glazing and louvred ventilators.

The City Building Surveyor reports that even the full extent of the present site, curtailed by the proposed resumption, will, in all likelihood, prove quite inadequate for accommodation in the course of a few years and, with a view of affording further accommodation, it is proposed to construct an upper gallery with iron girders and fire resisting materials, extending round the sides of the building, about thirty feet wide, which it is considered might be utilised for Saturday night sales and general storage on week days, access to this gallery being by means of staircases and electric lifts for goods.

Deputations to the Minister for Works having elicited information to the effect that he did not think any improvements the Government were carrying out in the locality, in connection with the Central Railway Station, would affect the work proposed to be undertaken by the City Council, the matter will therefore be brought before the Works Committee at the earliest opportunity, with a view to some definite decision being arrived at.

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### FISH MARKETS.—WOOLLOOMOOLOO.

A perusal of the annual report of the Superintendent of Corporation Assets shows that the Fish Markets at Woolloomooloo, the revenue from which for a long period has not met the expenditure, are now in a much better financial position, and these markets are no longer a drag on the general revenue of the City, but a contributing source of such revenue. The revenue last year amounted to £3,746, and the expenditure to £3,137, leaving a satisfactory credit balance of £609. This excellent result must, in very great measure, be attributed to the careful management exhibited by the Superintendent of Corporation Assets and the efficiency of the officers under his direction and control.

In the early part of the year a deputation of agents engaged in business at the Fish Markets had an interview with the Lord Mayor, when representations were made to the effect that there should not be any alteration in regard to the present system of selling fish, which system has been productive of increased revenue to the Council, whilst it did not prejudice the fishermen or the consumer. It was alleged that the main object of the Fish Buyers' Association was to get fish for nothing or next to nothing, in proposing the unenforced by-law, providing that no fish should be sold except by auction in the markets after 5 p.m., should be rigidly carried out. The alternative of private sale or public auction should, it was contended, be left to the agents, who by this means were enabled to obtain the best results for their clients. During the time that the by-law referred to had been rigidly enforced, the result had not been cheaper fish to the consumer, the increased profit going entirely to the fishmonger. The Lord Mayor, in reply,



stated that while he sympathised entirely with the request of the deputation, he could not decide the question off-hand, but would have to give consideration to the matter from both sides. At the same time, he intimated that the request preferred by the deputation would be referred to the Parliamentary and By-Laws Committee with a view to consideration of the question, so that, if deemed desirable in the public interest, the by-laws regulating the sale of fish might be brought into consonance with the system at present in operation at the markets.

Subsequently a deputation of fishmongers waited upon the Lord Mayor to submit the converse view of the matter, and it was argued in support of their views that the system in operation was detrimental to the interests of the fishmongers and also to the consumers. The Lord Mayor, reverting to first principles, was of opinion that the men who caught the fish primarily were the upholders of the market, and deserved the first consideration of the Council and after them the buyers. With regard to the by-laws in respect to which complaint had been made, they had been found unworkable in practice, and had not, by mutual consent, been enforced for three years, and he failed to see that the Council would be justified in compelling agents to sell the fish by auction, and no valid reason had been submitted why that should be done, but the by-laws would be revised in due course. These by-laws are now being revised with a view to being submitted to the Parliamentary and By-Laws Committee at the earliest opportunity.

The clerical, mechanical, and attendant staff consists of an inspector, three engineers, one fireman, five attendants, and one watchman.

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### FLEMINGTON CATTLE SALEYARDS.

Early in January, 1902, the Lord Mayor, the Deputy Town Clerk, and myself paid a visit of inspection to the Fat Stock Saleyards at Homebush, in order to become personally acquainted with one of the most important and valuable assets of the Council with a view to facilitating the business of the selling agents and stock buyers as far as possible, and not view the yards merely as a source of revenue. Another object in visiting the yards was in order to become familiarised with the yards, the working of them on sale days, the capacity of the yards, and the resources available for expansion, if necessary, it being most essential that the meat supply of the metropolis should be carried on under effective municipal control, and that whatever is conducive to the marketing of stock in the best condition should be done. This visit was in every sense instructive and useful.

Subsequently a deputation representing the Stock Salesmen's Association waited upon the Lord Mayor with a view to bringing under his notice the need that existed at Homebush for new horse saleyards, construction of additional sheep receiving yards, the electric lighting of the yards and other necessary improvements. Objection was also taken to the charges imposed by the Council. Whilst promising every consideration to the other matters referred to by the deputation, as soon as funds, convenience, and expediency permitted, the Lord Mayor intimated that he could not agree, neither were the Council likely to agree, with the views of the deputation as regards the alleged excessive dues, they in effect being much lower than at any corresponding market of importance in Australia.

At a later stage a deputation from the Stock Boards Council of Advice waited upon the Lord Mayor, and asked for the remission of yard dues on stock which were trucked to slaughter houses within the

statutory limit, without passing through the sale yards, when the Lord Mayor, in reply, stated that the Finance Committee had reported to Council against the views of the deputation, it being obligatory upon the Council to maintain proper yards and other conveniences for trade which were required, and that under such circumstances the dues could not be properly remitted.

Under the capable administration of the Superintendent of Corporation Assets, who takes a personal interest in all matters appertaining to the yards, the Homebush asset of the Council continues to be most efficiently administered and judiciously managed.

The continued drought, notwithstanding, it will be observed from the Superintendent of Corporation Assets report that the revenue has been fairly well maintained, whilst the gradually diminishing cost of maintenance is worthy of special remark, the actual balance to credit, chiefly owing to the loan having been extinguished, being £2,510 in excess of the preceding year.

The staff at the sale yards consists of an inspector, one watchman, one carpenter, and three attendants.

The Superintendent of Assets pays an official visit to the yards once in each fortnight, and at various other times—morning and evening, when deemed necessary.

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### SMALL STOCK YARDS.

Notwithstanding the injurious effects of the long continued drought, the dues collected have not suffered any diminution, but show a slight increase on the preceding year, whereas the expenditure has diminished by £32. The credit balance under the conditions which have prevailed shows an increase of £41, which, all things considered, cannot but be regarded as satisfactory.

The yards are controlled by an inspector and two yardsmen, and are regularly visited by the Superintendent of Corporation Assets.

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### EXHIBITION BUILDING.

With the approval of the Finance Committee, the control of the Exhibition Building as an asset of the Council was last year placed under the control of the Superintendent of Corporation Assets, with satisfactory results. In relation to this building it is but right to point out that the City Building Surveyor is of opinion, as the result of an examination which has been made, that a large sum will have to be expended during the current year in maintaining the building in a proper state of repair. Provision will be made in the estimates accordingly.

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### PUBLIC BUILDINGS REGULATIONS.

Public attention having been directed to the necessity for regulating ingress to and egress from public buildings, I think it my duty to state that in letting the Town Hall it should be an imperative condition that the ushers and door attendants should belong to the Town Hall Staff, who are fully conversant with every part of the building,

and that a proper seating plan should be prepared providing the maximum amount of accommodation, which plan should be strictly adhered to by the lessees. If the Council's own staff had charge of the Town Hall when let for concerts, or public entertainments of the like kind, under their direction and control it would be possible to prevent more than a safe number from entering the building on such occasions. The whole of the doorkeepers would be under the control and supervision of the Lord Mayor's Orderly, and it may be safely assumed that any instructions given to them would be rigidly enforced. Whilst strongly advocating the adoption of special regulations as regards the Town Hall, I consider that the regulation of all theatres and public buildings within the City should be vested in the City Council, and be under the direct control of the Council. The London County Council possess practically arbitrary powers in this direction. In my judgment the City Council should be entrusted with similar powers. The Council should have authority to make regulations and by-laws with respect to the requirements for the protection from fire of theatres, music-halls and places of public assembly. Such by-laws should prescribe the requirements as to the structure of existing theatres, music-halls, and public buildings, and as to the position and structure of any new buildings of a similar class which may in the opinion of the Council be necessary for the protection of all persons who may frequent the same against dangers from fires which may arise therein or in the neighbourhood thereof. I know that in some instances Councils in England have power in special cases to dispense with or modify such regulations, or to annex conditions thereto if they think it necessary or expedient to do so. Copies of these regulations and by-laws, authenticated under seal, are usually issued to the public at a charge of five shillings for each copy. Under legislative enactment it is provided that no person shall keep open any theatre or place of public resort without a certificate from the Council to the effect that such theatre or public building is in accordance with the regulations made by the Council for the time being in force. After the issue of this certificate, for which a fee, varying from forty shillings to five pounds, is charged, no addition to any certificated building, or any structural alteration thereof, is permissible without one month's notice in writing to the Council, such notice to be accompanied with all such plans and specifications as may be required by the by-laws, and such additions and alterations are prohibited unless made in conformity with the by-laws. Where any such addition or alteration is made, the certificate formerly granted becomes void and a new certificate must be obtained. The penalty usually provided for opening a public building without having first obtained the necessary certificate is a sum not exceeding fifty pounds for every day on which such building is so kept open as aforesaid. In the event of the Council declining to issue a certificate, the proprietor of the building affected has the right of appeal to arbitration.

These by-laws and regulations with regard to public buildings and theatres are very comprehensive and in actual operation in many cities and towns, and have been found advantageous so far as the safety and the convenience of the public are concerned.

Persons desirous of obtaining a certificate are required to give notice in writing of their intention, the notice to be accompanied by plans, elevations and sections of every part of the building, drawn to scale as specified, with a block plan of adjacent premises, and the streets, lanes and premises abutting thereon, and accompanied by a specification of the works to be executed, describing the materials to be employed and the method of construction to be adopted. There must also be supplied at the same time a detailed statement of the respective number



of persons proposed to be accommodated in the various portions of such building, and of the area to be assigned to each person, which it is provided shall not be less than one foot ten inches by one foot eight inches in the gallery, not less than two feet four inches by one foot ten inches in the other parts of the theatre.

In buildings where prosceniums are erected, it is provided that the proscenium wall shall be of brick or stone of thickness specified, and carried to a height of three feet above the roof, and be carried down below the stage to the level of the foundations of the external walls.

The by-laws also provide for fire-proof drop curtains or screens. The staircase and floors of passages, lobbies, corridors and landings, must be of fire-resisting material—staircases for the use of audience to be supported and enclosed by brick and walls, heads of each flight of stairs of a uniform width of not less than twelve inches with rise of not more than six. The minimum width of every staircase, internal corridor and passage-way for use of the audience is five feet, and in any building where any portion of the house intended for the accommodation of four hundred or more, the width must be increased by six inches for every additional hundred persons until a maximum width of seven feet six inches has been obtained.

The by-laws also contain provisions with regard to hand-rails and dividing hand-rails, clear passages and gangways, door and barriers opening outwards, hot water at low pressure only to be used where artificial warmth is required, no white metal pipes to be used in any part of the building, all gas pipes to be of iron or brass, construction of proper party walls of fire-proof materials and of specified thickness, provision of cisterns or tanks containing at least two hundred and fifty gallons of water for every hundred persons of the audience to be accommodated in the building, wrought-iron fire mains fitted with hydrants, nozzles and appliances, oil lamps or other suitable light to be approved by Council to properly light all stairs, passages and corridors, fixed at sufficient heights and guarded by wire netting, no permanent or temporary obstructions in gangways, passages, corridors and staircases, fixed and ordinary gas burners to have sufficient guards, movable and occasional lights to be protected in the same manner and be under the charge of responsible persons.

The importance of this matter can scarcely be appreciated, so familiar are the public with existing conditions, but in any Building Act which may be promoted general provisions on the subject ought to be inserted with power to make by-laws and regulations.

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## TENDERS.

The Works Committee in May last had under consideration a reference from the Council with regard to dealing with tenders and deposits with a view to giving proper publicity as to the method adopted in relation thereto and of securing a more prompt return of deposits. In a report submitted by me to the Committee the existing system was fully explained, and as far as can be ascertained no complaints have ever been made as to any delay or inconvenience arising from the system in operation; generally speaking it appears to have given complete satisfaction to those immediately concerned—contractors and tenderers. A copy of the report referred to appears in the appendices to the annual volume of proceedings.

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## CORPORATION EMPLOYEES.

At the end of December, 1902, the total number of Labourers, Carters, and Mechanics employed on the various works controlled by the City Council amounted to 568 of all grades. This number was distributed as follows:—Town Clerk's Department—Town Hall Cleaners, 6. City Surveyor's Department—Maintenance, 186; City Cleansing, 280; Reserves and Sydney Common, 14; total, 480. City Building Surveyor's Department—Carpenters, 4; Plumbers, 3; Painters, 3; Labourers, 5; total 15. City Health Officer's Department—Rat-catchers, 5; Disinfectors, etc., 4; total, 9. Superintendent of Corporation Assets' Department—Public Conveniences, 8; Small Stock Yards, 2; Homebush Sale Yards, 5; Town Hall Electric Lighting, 3; Public Baths, 2; Markets, 34; Markets' Engineers, etc., 4; total, 58. The following analysis of the wages for one week on the above basis may be of interest to the Council:—

EMPLOYEES.	RATE OF WAGES PER DAY.		RATE OF WAGES PER WEEK.			TOTAL.		
	s.	d.	£	s.	d.	£	s.	d.
4	1	8	0	10	0	2	0	0
2	2	1	0	12	6	1	5	0
32	2	2	0	13	0	20	16	0
12	2	7	0	15	6	9	6	0
5	3	4	1	0	0	5	0	0
1	4	2	1	5	0	1	5	0
30	5	0	1	10	0	45	0	0
2	6	6	1	19	0	3	18	0
252	7	0	2	2	0	529	4	0
5	7	6	2	5	0	11	5	0
19	8	0	2	8	0	45	12	0
5	8	4	2	10	0	12	10	0
23	9	0	2	14	0	62	2	0
1	9	2	2	15	0	2	15	0
1	9	6	2	17	0	2	17	0
9	10	0	3	0	0	27	0	0
160	10	6	3	3	0	504	0	0
1	10	10	3	5	0	3	5	0
3	11	0	3	6	0	9	18	0
1	12	0	3	12	0	3	12	0
Total, 568			Total, £1,302 10 0					

Considerable improvement having been manifested by the block-sweepers of late, and having regard to that improvement and their attention to their various duties and the importance of the same, the City Surveyor, as an encouragement to them, felt called upon to recommend an increase of wages, which has been approved by the Finance Committee and confirmed by Council. Five were advanced from 12s. 6d. to 15s. per week, six from 15s. to 20s. per week, one from 15s., and three from 25s. to 30s. per week, eight from 30s. to 36s. per week, and one from 30s. to 42s. per week. Those receiving above 25s. per week are now graded as labourers. The aggregate increases amount to £331 10s. per annum.

It is a recognised fact that a municipality should always be a model employer as regards staff and labour. The municipality should set a good example as to hours, salaries and wages; but one fact is invariably forgotten, and that is the reciprocal obligation on the part of the workmen to be model employees, and to show by their conscientious devotion to duty that the workmen are worthy of the ideals formulated by a workmen's organization or union.

In this age of advanced industrial legislation no one can take exception to legitimate agitation or legitimate combination for proper and

deserving objects. But while it is "excellent to have a giant's strength, it is tyrannous to use it like a giant," and the *summum bonum* of a workman's obligations does not solely consist in his devotion to his particular union; his employers have their rights, and have a right to be considered. Without real masters you cannot have servants. Whilst I heartily sympathise with the workers in many of their laudable aims and objects and aspirations, I am obliged to admit that, according to my experience in England, they unfortunately nearly always develop into fault-finding bodies, who are handled by a few agitators into a body which dominates almost every action; and be the cause justifiable or otherwise it must be condemned, if the prescribed Shibboleth is not pronounced. My experience in Sydney has not been sufficiently long to enable me to pronounce a decided judgment on my observations here, but I have seen sufficient to appreciate the great difficulties under which the City Surveyor labours in that portion of the service administered by him.

On the recommendation of the City Surveyor, it was decided to grade the employees in the Maintenance and Cleansing divisions of the service, the carters being placed in three grades, viz.:—

First Grade, 11s. per diem; providing own cart.

Second Grade, 10s. 9d. per diem; cart provided by Council.

Third Grade, 10s. 6d. per diem; providing own cart.

The Labouring Staff were graded as follows:—Labourers, First Grade, 8s.; Second Grade, 7s. 6d.; Third Grade, 7s.; Fourth Grade, 6s. Tar Pavers: First Grade, 9s.; Second Grade, 8s. Paviers, Wallers, Gully Builders: First Grade, 10s.; Second Grade, 9s. Drivers of Steam Road Rollers: First Grade, 10s. (holding Engineer's Certificate); Second Grade, 9s. (Drivers only). Plumbers: First Grade, 11s.; Second Grade, 10s. Carpenters and Skilled Tradesmen: First Grade, 10s.; Second Grade, 9s. Inspectors: First Grade, 12s.; Second Grade, 11s.; Third Grade, 10s. Gangers: 9s.

The classification was approved by the Staff and Labour Committee, and the financial part by the Finance Committee, the regulations relating to the employees being approved by the Parliamentary and By-Laws Committee, and subsequently confirmed and adopted by Council.

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#### CORPORATION EMPLOYEES.—FINES.

The Staff and Labour Committee on several occasions during the past year has had under consideration the matter of imposing fines upon the employees of the Council, it having been alleged that the system put into operation by the City Surveyor had occasioned much hardship and in some instances injustice to those more particularly concerned. According to the report of the City Surveyor, he found the work generally in a confused and chaotic state, owing to the lax and indifferent manner in which the mustering was carried out and the department administered. The carters and labourers were found to be systematically irregular and unpunctual in their attendance, and in many instances it is stated they never deemed it necessary to put in an appearance at the early morning work, being content to take up the day's work after breakfast. Irregularities of this character could not be condoned, involving as they did considerable loss of time, besides leading to endless confusion and consequent dislocation of the service. These observations particularly apply to the City Cleansing Department, and with a view

to effecting a much-needed amendment the City Surveyor when Superintendent of City Cleansing, determined to adopt a system of fines as a penalty for unpunctuality, idling, absence without leave and similar offences. On being appointed to the position of City Surveyor, and the amalgamation of the departments consequent thereon, a similar system of inflicting fines was initiated and applied to the maintenance staff of the Council. The City Surveyor considers that such system was working beneficially and with excellent results, in maintaining discipline at a proper standard and preventing irregularities and recurring unpunctuality, until the Council, acting on the recommendation of the Staff and Labour Committee, issued an instruction to discontinue such system. The Committee at this stage called for a special report from the Town Clerk on the whole question, which was accordingly prepared, submitted and adopted. From that report—which appears in the appendices to the annual volume of proceedings—it will be noted that in the interests of all parties, the workmen generally and the Municipal service in particular, I entertained the opinion that the system might with advantage be denuded of its penalising character in the first instance, and that with certain modifications and amplifications as regard the right of appeal, its operations might be made more advantageous and secure the end in view without the exercise of severity or unnecessary harshness.

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### INSURANCE OF BLOCK BOYS.

The Finance Committee was instructed to report on the advisability of making provision by means of insurance or otherwise as might commend itself to the judgment of the Council for street sweepers, so as to cover those who may meet with accident while discharging their duties as employees of the Council. On reference being made to the City Surveyor, he reported that the subject matter was taken in hand and fully considered by a Sydney Company; but as the scheme proposed embraced contributions from the employees covered, it fell through owing to the boys not responding thereto in the manner anticipated. In the event of the Council paying the annual premiums in respect of any insurance which might be effected, there can be no doubt but that the boys on their part would readily respond, and be glad to join in and reap the benefit; but, with the City Surveyor, I am afraid there would be many accidents received outside the service and credited to the work of the streets, instances of which have on previous occasions come under the personal observation of the City Surveyor. The *personnel* of the street employees fluctuates very largely, many of the block boys being what may be termed “birds of passage”—here to-day and gone to-morrow. Indeed there is a constant migration in this particular branch of the service, and until these employees are further advanced in years, and become promoted to positions of permanent employment in the service, no system of insurance against accident can be made properly applicable to them. In the event of any general scheme being adopted, the matter might be considered in connection therewith.

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### SICK AND PROVIDENT FUND.

The City Surveyor has repeatedly directed the attention of the Staff and Labour Committee to the increasing number of applications which continue to be made by employees of the Council for full and

half pay owing to illness, etc., and the importance of the matter has been fully recognised by that Committee and by the Finance Committee. Many suggested schemes on general lines have been considered from time to time with a view to rendering assistance to deserving workmen in cases of necessity as regards sickness or temporary disablement, but on coming to the practical point in the elucidation or determination of details, so many difficulties have been experienced as to preclude definite action being taken up to the present time. Regulations on this question vary very much in different places, and they are governed very largely by the statutory powers possessed by the municipal authorities. As regards sick pay, local conditions and the position of the employees are factors which largely regulate its application. In no case, however, does full pay continue for any length of time except in cases where employees may be disabled whilst occupied in the discharge of their duties. In such cases equity demands that the employees should not experience any pecuniary loss.

In some cities, as has been pointed out by the City Surveyor, provision is made for workmen who are temporarily incapacitated by illness to the extent that an allowance is made of three days ordinary full pay and after that period the ordinary rate of pay terminates, and the workmen then become entitled to the benefits of sick pay, usually one half the ordinary rate of pay. Although there is no specific rule which regulates sick pay, and there is no express statutory provision authorising such payments, public auditors generally allow payments of this nature to be made without raising any objection. Again, in some instances in the event of permanent disablement, if his period of service has been of long duration and has been satisfactory, the Council awards an employee, in addition to the benefits of any sick fund which may be in operation, an allowance of from £20 to £30 per annum. There is no recognised rule governing schemes of this character as regards municipal service, except the provisions of the London Superannuation Act, 1866, and the Superannuation Scheme of Poor Law Officers in England, and private acts of Parliament obtained by individual towns or cities. But, generally speaking, the granting of sick pay or allowance is quite optional on the part of municipal authorities, the granting of allowances especially being a very risky proceeding unless the Council possesses the requisite statutory powers to grant such sums.

As I have been requested to report as to what has been done in England, as a prelude and with a view to a thorough understanding of the matter, I cannot do better than refer to the general lines of the special Act of Parliament obtained by the London County Council dealing with the question of superannuation allowances, and which, in its general operation, has proved very beneficial in meeting a much-needed want.

The act referred to provides for the establishment of a superannuation and provident fund for the provision of payments or other allowances on death, superannuation, resignation, retirement or discharge to persons who may have been taken into the employment of the County Council. Under the powers contained in the Act, the County Council may prepare and approve by resolution a scheme or schemes for the establishment of such fund, and determine in and by any such scheme the following matters and things.

1. What classes of persons shall be entitled to contribute to and participate in the benefit of the fund, and to what extent such contribution shall be payable by persons entering or who shall have entered the service of the County Council.



2. The division of the persons contributing to and to be benefited by the fund into two or more classes according to the amount of salary, or according to such other conditions as the County Council shall determine, power being reserved by the scheme to remove any contributor from the one class to the other; provided that no such removal shall place the contributor or his representatives in a worse position than he would have occupied if the removal had not been made.
3. What (if anything) shall disqualify any person in the employ of the County Council from becoming a contributor to the fund and participating in the benefits thereof.
4. Under what circumstances any person having been a contributor to the fund shall cease to continue a contributor and to be entitled to participate in the benefits thereof.
5. What proportion (if any) of his own contributions to the fund any person having been, but voluntarily ceasing to be, a contributor thereto, shall be entitled to receive.
6. What proportion (if any) of the additions made by the County Council to the fund in respect of the contributions of any member shall be payable to the representatives of such member in the event of his dying before he becomes entitled to any benefit under the scheme on superannuation, resignation or retirement.
7. The percentage or proportion of their salaries or wages which shall be payable to the fund by the contributors.
8. The age at which or other circumstances in which a person shall become entitled to benefit under the scheme.
9. The payment to a person entitled to benefit under any scheme by way of a gross sum or by way of an annuity instead of such gross sum calculated at such rate of interest as may be determined by the scheme.
10. The rate at which interest, whether simple or compound, shall be calculated in respect of the moneys contributed to the fund by the contributors and by the County Council respectively.
11. The future management and direction of the fund, and the number of and mode of appointment of the committee for administering and managing the same, and the powers to be conferred upon the committee with respect to such administration and management, and whether any, and if so what, persons other than members of the County Council should form part of or be associated with the said committee for the purposes of the administration and management of the fund.
12. The securities upon which the moneys received on account of the fund shall from time to time be invested.
13. And generally all such other matters and things in relation to the fund as the committee appointed under the Act shall deem fit and proper to form part of, and to be included in such scheme.

The accounts of the County Council under the Act are to be audited in the same manner as other accounts of the Council.

It is also obligatory that the scheme under the Act shall contain the following provisions:—

14. Any contributing member leaving the service of the County Council in consequence of reductions or alterations in the establishment, or from his services being discontinued from any cause other than fraud or dishonesty or misconduct which involves pecuniary loss to the County Council, shall be entitled to receive back the whole amount of his contributions with such interest as shall have accrued thereon under the scheme, and shall have no further claim upon the fund.
15. Any contributing member retiring from the service of the County Council before superannuation, *bona fide* of his own accord, and not to escape dismissal for fraud or dishonesty, or misconduct which involves pecuniary loss to the County Council shall be entitled to receive back the whole amount of his own contributions to the fund with interest as aforesaid, and shall have no further claim on the fund.
16. The representatives of any contributing member who (not having been guilty of fraud or dishonesty, or misconduct which involves pecuniary loss to the County Council) shall die before he becomes entitled to any benefit under the scheme, on his resignation or retirement shall be entitled to receive back the whole contributions of such member with interest as aforesaid, and shall have no further claim on the fund.

This provision in the original Act was subsequently amended so that the County Council might in any scheme to be prepared or approved by them, provide that the representatives of any contributing member who (not having been guilty of fraud or dishonesty or misconduct which involves pecuniary loss to the County Council) shall die before he becomes entitled to any benefit under the scheme on resignation or retirement, and also any contributing member who shall be incapacitated for the service of the County Council by reason of illness, shall be entitled to receive from the fund such amounts as may be defined by the scheme out of moneys contributed to the fund by the County Council in addition to the contributions made by the contributing member.

It is also provided that no benefit derivable by any contributing member or his representatives from the fund in respect of the contributions by the County Council shall (if the County Council so provide under such schemes) be assignable by him or chargeable with his debts without the consent, in writing, of the County Council, and the County Council is invested with power from and after any attempt on the part of a contributing member to alienate, assign, or charge the same or any part thereof without such consent, or on the happening of any event whereby the same or some part thereof, if belonging absolutely to such contributing member, shall become vested in or payable to some other person or persons, to apply such moneys which may from time to time, under such scheme, be or become payable to such contributing member out of the contributions by the County Council, when, and as such moneys shall become payable or any part thereof, in such manner as the County Council may in their absolute discretion think fit, for the maintenance, support, or benefit of such contributing member and his wife, family, relatives and persons dependent on him, or any one or more of them.

17. Any contributing member dismissed the service of the Council for fraud or dishonesty or misconduct, which involves pecuniary loss to the County Council, shall, at the discretion of the County Council, forfeit all or any part of his contributions and lose all benefits from the fund except such return (if any) as may at such discretion be made to him out of his own contributions.

All officers and servants of the County Council are eligible to join the superannuation fund, and they contribute an annual per centage of their earnings according to the rate of remuneration, the County Council on their part contributing an amount equivalent to the contributions made by the officers and servants. The City Council of Sydney do not under their existing acts possess any statutory provision which would enable them to make such a contribution, and to contribute to any such fund without such statutory powers would, as a matter of course, be an illegal payment.

One of the most recent proposals is the pension scheme for municipal employees, which has been framed and adopted by a number of boroughs in England. The basis of the scheme is a contribution of  $2\frac{1}{2}$  per cent. of the salary or wages received by the employee to a fund to which a like sum is contributed by the Council. The superannuation scheme becomes operative upon the resignation or retirement of any official or servant, who becomes incapable of discharging the duties of his office with efficiency, by reason of permanent infirmity of mind or body or of old age, or who shall have attained the age of sixty years and have completed an aggregate municipal service of forty years, or have attained the full age of sixty-five years. The maximum allowance will be forty sixtieths, or two thirds of the average salary or wages during the five years immediately preceding retirement. This maximum will, however, be payable only in the case of those employees who have completed forty years service. In cases of ten years service the basis of calculation will be ten sixtieths of the average salary during the five years immediately preceding retirement, with an additional one sixtieth up to forty sixtieths for every additional completed year of service. Generally speaking the scheme, of which the foregoing is an outline, is being favourably received and adopted in England. In London alone some twenty-four out of the twenty-eight metropolitan boroughs have assented to it, and a Bill on the lines indicated is being introduced into the session of the Imperial Parliament now sitting, by Captain Jessel, M.P., Mayor of Westminster.

The City Surveyor, in considering this question in its relation to the employees of the Council, suggests the following as the basis of a scheme.

1. Sick pay to be made at the rate of half-wages for a period not exceeding three months, with a payment at death to the widow or other legal representatives of the deceased of a sum equivalent to twenty days full pay.
2. Single men, in hospital or undergoing lodge treatment, to be made an allowance commensurate with their needs.
3. Special compensation to men who have been in the service for twenty-five years continuously and unable through old age to work.
4. All payments to be made upon the certificate of the City Health Officer.

Where schemes of a similar character to the foregoing are in operation, the sick fund is usually commenced with a substantial vote from the Council's funds as a nucleus, and each man also contributes from sixpence to one shilling per week, which in the event of a similar system being adopted here, with the large number of employees in the service, would make the annual amount considerable.

Some months ago the Council's employees voluntarily took the matter up and held a meeting at which a provisional draft scheme was informally considered, under which it was proposed that each employee should contribute sixpence per week to a sick and accident fund, though unanimity on the point of contributing was by no means conspicuous. At the time the interest manifested was not such as to encourage further progress being made with the scheme, and from enquiries which have been made there does not appear to have been any general agreement amongst the men themselves, those responsible for convening the first meeting—and no further action thereon has been taken. With a view to having something definite to submit for consideration, I have been in communication recently with the representatives of the New Zealand Guarantee Corporation, Limited, and the Ocean Accident and Guarantee Corporation, Limited. The former quote a rate of £1 10s. per man per annum for which the Company undertakes to pay a sum of £100 in the event of death by accident, and in case of temporary disablement by accident a maximum allowance of £2 per week, subject to a sliding scale on the amount of wages, it being conditional that an employee of the Council shall in no case be entitled to a greater weekly compensation from the Company than his average weekly earnings. For an additional 10s. per man per annum the Company will make a weekly allowance in respect of temporary total disablement from any of the following diseases, viz.:—Typhus, typhoid, scarlet fever, smallpox, diabetes, Asiatic cholera, tetanus, pneumonia, pleurisy, bubonic plague, erysipelas, appendicitis, meningitis (brain fever), peritonitis, blood poisoning, diphtheria, measles and carbuncle, that is eighteen diseases. The maximum allowance under this scheme would be £3 per week, subject to the conditions as before mentioned, and that in no case should the weekly compensation for temporary total disablement exceed the average weekly wages. The cover extends throughout the twenty-four hours. Assuming the number of workmen to be 600, the total annual payment to the Company under the first scheme would amount to £900, and under the second scheme to £1,200. Under the first scheme the workmen's contribution would amount to sevenpence per week, assuming that the workmen were called upon to pay the entire amount. Seeing, however, that the Council would be relieved to the extent of the sum guaranteed from all obligations under the Employer's Liability Act, it would appear fair and reasonable that the Council should make some contribution in this respect. It must at the same time be pointed out that the employees would be fully covered against *all* accidents caused by violent, external and visible means, *other* than those for which the Council as employers would be legally liable, and as statistics show there is greater liability in this respect, the employees ought, therefore, to be called upon to contribute, say not less than five sevenths of the amount of the annual premium to be paid. On this basis the Council would contribute £257 per annum, and the employees £643 per annum under the first scheme. The second scheme, it will be observed, is much more comprehensive and advantageous in character. Under this scheme the contribution per head would be 9½d. per week. With regard to these schemes I should personally prefer the basis of contribution to be a fixed rate per cent. on the annual wages payable, or per pound of wages paid, otherwise there is no differentia-



tion in the amount of weekly allowance, that is to say, one class of employees receiving at the rate of £1 10s. per week wages would be called upon to pay say sixpence each per week and receive £1 10s. per week in case of disablement, whilst the higher paid employees receiving £3 per week would, under the schemes submitted, be called upon to contribute exactly the same amount as the class receiving much lower wages. A per centage on the amount of wages paid is in every way fairer, as, for example, at say  $1\frac{1}{2}$  per cent. per annum a workman in receipt of £1 10s. per week would have to pay £1 3s. 5d. per annum, or approximately 5½d. per week, whereas a ganger in receipt of £3 per week would have to pay £2 6s. 10d. per annum, or approximately 11d. per week, but under the scheme quoted both are expected to contribute alike. A fixed payment per man, irrespective of the wages that man receives is therefore inequitable.

The Ocean Accident and Guarantee Corporation, Limited, has also submitted schemes which embrace the following clauses:—

1. To cover the risk of employer during working hours in accordance with the provisions of the Employers' Liability Act.
2. To cover the risk of employer under Common Law.
3. To cover (a) in case of fatal injury to a workman during working hours arising from accident not coming within the meaning of the Employer's Liability Act or Common Law, a sum of £50; to a boy under eighteen years of age or a female employee, £25; or (b) in cases of temporary total disablement of an employee arising similarly or as the result of typhoid, typhus, scarlet fever, smallpox, diphtheria, measles, Asiatic cholera, tetanus and bubonic plague, one half of the average weekly wages for a period not exceeding twenty-six weeks.

In the first place it will be noticed that the amount of cover in case of fatal injury is £50, as against £100 in the case of the Company first quoted, and in the second place diabetes, pneumonia, pleurisy, erysipelas, appendicitis, meningitis (brain fever), peritonitis, blood poisoning and carbuncle are not included in the schedule of diseases. Furthermore, the weekly allowances in case of disablement or sickness are at the rate of *one-half* of the average weekly wages, whilst in the other case the full average wage is guaranteed. The quotations submitted by the Ocean Accident and Guarantee Corporation, Limited, are on the basis of 600 workmen, a weekly wage of £1,250 per week equalling £65,000 per annum. On this basis the premiums payable work out as follows, viz.:—

No. 1.—On Clauses 1 and 2, £65,000 at 3s. 6d.					
per cent.	...	...	...	...	£113 15 0
Less discount 20 per cent.	...	...	...	...	22 15 0
Nett annual payment					<u>£91 0 0</u>
No. 2.—To cover Clause 3, in addition to Clauses 1 and 2, but exclusive of diseases as per schedule, £65,000 at £1 2s. 6d. per					
cent.	...	...	...	...	£731 5 0
Less discount 20 per cent	...	...	...	...	146 5 0
Nett annual payment					<u>£585 0 0</u>

No. 3.—To extend Clause 3, but exclusive of diseases as per schedule, to cover during the whole 24 hours every day in the year, £65,000 at £1 7s. 6d. per cent.						£893	15	0
Less discount 20 per cent.						178	15	0
Nett annual payment						£715	0	0

No. 4.—To include specified diseases as per schedule, £65,000 at £1 12s. 6d. per cent.						£1056	5	0
Less discount 20 per cent.						211	5	0
Nett annual payment						£845	0	0

The Norwich and London Accident Association also submitted a quotation at the rate of £1 12s. 6d. per cent., less a discount of 20 per cent. for a policy providing compensation of £50 for death by accident, and half wages up to twenty-six weeks from the date of disablement. Disablement includes all accidents both on and off work, and also if suffering from typhoid, typhus, scarlet fever, smallpox, diphtheria, measles, Asiatic cholera, tetanus and bubonic plague. This quotation is, in effect, the same as proposal Number 4, submitted by the Ocean Accident and Guarantee Corporation, Limited, and need not, therefore, be further analysed.

The Ocean Accident and Guarantee Corporation, Limited, have submitted a further quotation, as follows:—

1. To cover the risk of employer during working hours in accordance with the provisions of the "Employers' Liability Act."
2. To cover the risk of employer under Common Law limiting the amount of damages in each individual case to £500 exclusive of costs.
3. To cover (a) in case of fatal injury to a workman during working hours arising from accident not coming within the meaning of the "Employers' Liability Act" or Common Law, a sum of £100 to a boy under eighteen years of age, or a female employee, £50; or (b) in case of temporary total disablement of an employee arising similarly, one-half of the average weekly wages for a period not exceeding twenty-six weeks.

The premium for the foregoing would be at the rate of £1 5s. 10½d. per £100 wages paid, that is, approximately a premium of £840 18s. 9d. per annum less 20 per cent. discount, or £672 15s. 0d. nett per annum.

Under the terms of agreement entered into with other companies, the Ocean Company's representatives are unable to include the long list of eighteen sicknesses under the Employers' Liability Joint Policy; but the Company can issue a separate policy in either the name of the Lord Mayor or the Town Clerk as trustee for the employees, allowing £1 per week for temporary total disablement from scarlet fever, small pox, diabetes, pleurisy, carbuncle, measles, typhoid fever, appendicitis, Asiatic cholera, pneumonia, diphtheria, peritonitis, typhus fever, meningitis,

tetanus, erysipelas, blood poisoning, or bubonic plague; also a lump sum of £50 in the event of total blindness or permanent general paralysis as the result of disease. The premium under this last proposal would be 8s. 4d. per man for the permanent men, or approximately £250 per annum, less 20 per cent., or £200 nett per annum. In the event of casual labour being employed, the Company suggest that the Council should pay the sum of twopence per week for each casual labourer, an adjustment in this respect to be made at the end of the policy year.

It seems to be a reasonable proposition that in cases where employees have been in the municipal service for several years, and owing to accident, infirmity or old age are rendered unable to discharge their duties with efficiency, it is just and expedient that in such cases a superannuation allowance should be made. Having regard to all the circumstances, it must appear desirable that a scheme of superannuation is desirable, and that such superannuation scheme should extend to officers, servants, and workmen of every grade, and that the best means of providing for the superannuation of officers and servants is by the establishment of a fund or funds to which contributions shall be made by the Council and their officers, servants and workmen in defined proportions.

For purposes of comparison the complete schemes presented by the companies are submitted as follows:—

COMPANY.	Annual Wages.	Annual Premium.	Workmen's Contribution, 2d. per £1 of Wages.	Payable by Council.	Workman's Contribution, 2½d. per £1 of Wages.	Payable by Council.	Workmen's Contribution, 3d. per £1 of Wages.	Payable by Council.	Insured on Death by Accident.	Disablement Allowance.
	£	£	£	£	£	£	£	£	£	
New Zealand	65,000	1,200	541	659	613	587	812	388	100	{ Full average Weekly wages { Half average Weekly wages { Half average Weekly wages { Half average Weekly wages
Ocean ...	65,000	845	541	304	613	232	812	33	50	
Norwich ...	65,000	845	541	304	613	232	812	33	50	
Ocean ...	65,000	673	541	132	613	60	—	—	100	

\* \* \*

### ROCKS RESUMPTION AREA.

Indications are not wanting to show that at no distant date, developments may be expected with regard to the administration and control of what is known as the area comprised within the extensive government scheme of resumption, which was consummated in 1901. This scheme, it will be remembered, took the control of a large area within the City boundary entirely out of the hands of the City Council contrary to all established principles and precepts of municipal government, and, in my judgment saddling the finances of the State with the cost of a scheme which properly devolves upon the municipality.

I greatly regret that there should be any apparent antagonism between the Government and the City Council in the matter of the Rocks Resumption, and the immediate carrying out of the contemplated improvements, and which are as urgently needed now as they were prior to the resumption. The question is one of the utmost importance, and I believe the Government is fully alive to its importance. No one will, I presume, attempt to deny that the strength of labour is materially wasted through the unwholesome conditions which prevail, owing to the unsuitability of the dwellings in the Rocks area, neither will any one at this juncture have the temerity to repeat the wearisome and irritating platitude that the City Council, as the Sanitary Authority, should exert to the utmost the powers they already possess, seeing that powers are practically non-existent under present conditions. If entrusted with the requisite statutory authority I do not think, after the experience of the energetic manner in which the plague outbreak was faced last year—one proof amongst many—that the City Council is rapidly making up the leeway: that the City Council of to-day will be inclined to lag far behind public opinion, or to rely upon an economic intra-individualism that is no longer adequate for dealing with modern insanitary conditions. Municipal experience clearly teaches that the existence of such a thing as an exaggerated respect for the rights of private property engenders a distrust amounting almost to mania, of Corporations doing anything, even if it is a public necessity, that may possibly interfere with private speculation, combined with a childlike reliance on the law of supply and demand in spite of the fact that the conditions in great cities prevent the free operation of this law, and that influences of this character have impeded municipal action everywhere, even in England, where municipalities are less trammelled and more trusted than in any other part of the civilised world. In the interests of all parties it is to be hoped that the true inwardness of the situation will be perceived, and action taken on a permanent basis which will enable the City Council, to quote an expressive but appropriate phrase, to “work out their own salvation” in connection with the Rocks Resumption Area.

While it is not denied that there may be other bodies just as capable as the City Council to remodel the Rocks area, I respectfully submit that any statesmanlike proposal to be acceptable should be in the direction of conferring extended powers upon the Corporation and not to curtail their powers of usefulness. I am reluctantly obliged to state that a policy which provides for the remodelling or reconstruction of an area within the jurisdiction of a responsible body like the City Council, by any authority other than the municipal representatives of the citizens, is a policy which will compare very unfavourably, and is entirely at variance with British practice and precedent. Obvious advantages necessarily accrue, and any curtailment of the usefulness of the Council in the direction of carrying out needed City improvements must be unwise and is greatly to be deplored. The hope may, therefore, be expressed that in any developments which may arise, the reasonable and legitimate claims of the Council to be entrusted with the responsibility of carrying out the work of improvement, will receive recognition at the hands of the Government.

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### FIRE BRIGADE CONTRIBUTION.

The abnormally excessive increase in the contribution payable to the Fire Brigades Board has occasioned much comment and adverse criticism relative to the administration of the Board, and the items of



expenditure included in the annual charge. The Council having determined to fully investigate the whole matter, and to take eminent counsel's opinion with regard to the legality of certain items, it would be injudicious to make any comment at the present stage. For the present, therefore, I submit the following particulars of the precepts issued by the Board under the provisions of the Statute for a period of five years:—

	1899.		1900.		1901.		1902.		1903.
	£		£		£		£		£
State Treasurer ...	8,000	...	8,500	...	9,400	...	10,200	...	15,150
Insurance Companies	8,000	...	8,500	...	9,400	...	10,200	...	15,150
Municipal Councils ...	8,000	...	8,500	...	9,400	...	10,200	...	15,150
	<hr/>		<hr/>		<hr/>		<hr/>		<hr/>
	£24,000		£25,500		£28,200		£30,600		£45,450
	<hr/>		<hr/>		<hr/>		<hr/>		<hr/>

#### CITY COUNCIL CONTRIBUTION :

1899.	1900.	1901.	1902.	1903.
£3,381 14s. 10d.	£3,559 12s. 7d.	£3,878 11s. 7d.	£4,156 15s. 5d.	£6,113 7s. 4d.

It will be observed from the foregoing figures that the contributions payable to the Fire Brigades Board have increased from £24,000 in 1899 to £45,450 in 1903, an increase of £21,450, equivalent to 89·3 per cent. in five years. The question naturally arises—Has the presumably increased efficiency been commensurate with the increased expenditure?

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#### FIRE INSURANCE POLICIES.

The Finance Committee of the Council have from time to time had under careful consideration the important question of the insurances to be effected against fire, in respect of properties belonging to the Council, and the matter has also engaged the serious attention of the Lord Mayor and myself during the past year.

Having regard to the importance of the subject involved, I have to submit for your consideration the following particulars with regard to the several insurances effected on the respective properties and other assets belonging to the City Council, which became due for renewal on Thursday, the 1st January, 1903, and in respect of which covering notes have been obtained for fourteen days, and others falling due at a later period, but which for obvious reasons it is recommended should be brought into line so that all renewals should become operative and take effect on the same day.

The total amount covered by insurance at the present time is £205,225, the aggregate annual premium payable being £695 11s. 5d. This sum is distributed over the Corporation Assets as set out in the following tables:—

TABLE No. 1.

## FIRE INSURANCES—SCHEDULE OF ASSETS INSURED.

FALLING DUE 1ST JANUARY, 1903.

No.	Asset.	Amount Covered.	Premium Payable.
		£	£ s. d.
1	Cattle Sale Yards Buildings, Homebush ... ..	1,500	1 18 10
2	Centennial Hall Buildings ... ..	50,000	85 15 0
3	Centennial Hall Buildings, Plate-glass... ..	2,365	23 13 0
4	Electric Power House ... ..	7,500	14 8 9
5	Fishmarkets, Woolloomooloo ... ..	4,000	10 7 11
6	Hay and Parker Streets Buildings ... ..	3,500	13 0 9
7	Kent Street Buildings ... ..	1,150	1 3 8
8	Kent Street Buildings ... ..	500	1 11 0
9	Kent Street Depot, Wooden Blocks ... ..	1,100	5 11 8
10	Old Belmore Markets Buildings ... ..	2,000	9 5 0
11	Old Exhibition Buildings ... ..	2,000	6 11 0
12	Organ, Town Hall ... ..	18,250	84 8 8
13	Printed Music, Town Hall Organ ... ..	100	0 9 3
14	Queen Victoria Markets Buildings ... ..	50,000	244 5 10
15	Queen Victoria Markets, Plate-glass ... ..	2,500	20 0 0
16	Queen Victoria Markets, Goods Lifts ... ..	1,000	8 2 6
17	Queen Victoria Markets, Passenger Lifts ... ..	2,000	28 2 6
18	Sussex Street Stores, Corporation Buildings and Pig Markets ... ..	5,000	17 10 0
19	Town Hall Buildings and Offices ... ..	35,300	61 19 7
20	Town Hall, Plate-glass ... ..	1,210	12 2 0
	Total ... ..	£190,975	£650 6 11

TABLE No. 2.

## FIRE INSURANCES—SCHEDULE OF ASSETS INSURED.

FALLING DUE AS STATED.

No.	Asset.	Amount Covered.	Premium Payable.
		£	£ s. d.
21	Garbage Destructor Chimney Stack, 8th May, 1903...	500	0 18 0
22	Public Baths, Pyrmont, 1st January, 1904 ... ..	1,000	10 5 3
23	Sussex Street Stores and Pig Markets, 27th March, 1903 ... ..	1,000	2 16 9
	Total ... ..	£2,500	£14 0 0

TABLE No. 3.

**FIRE INSURANCES—SCHEDULE OF ASSETS INSURED**  
in the name of the Municipal Council of Sydney, falling due  
on 1st January, 1903, the Premiums being payable by the  
tenant.

No.	Asset.	Amount Covered.	Premium Payable.
		£	£ s. d.
24	Bank, corner of Campbell and George Streets ...	2,250	6 7 3
25	Post Office, 732 George Street ... ..	1,250	1 5 9
26	Building, 734 George Street ... ..	1,250	2 19 6
27	Shop and Building, 736 George Street ... ..	1,250	2 19 6
28	Shop, 738 George Street ... ..	1,250	3 10 9
29	Building, 740 George Street ... ..	1,250	3 10 9
30	Hotel, 742 George Street ... ..	2,250	6 7 3
31	Public Baths, Woolloomooloo ... ..	1,000	4 3 9
	Total ... ..	£11,750	£31 4 6

The following table gives particulars of the several insurances now in force. As no register of insurances has hitherto been kept, I have carefully analysed the items referred to in each policy, and submit a detailed list so as to facilitate and expedite reference when necessary:—

TABLE No. 4.

**FIRE INSURANCES—SCHEDULE OF ASSETS INSURED.**

No. of Policy.	Company.	Asset and Property Insured.	Amount Covered.	Premium Payable.
			£ s. d.	£ s. d.
3,717,142	Liverpool and London and Globe Insurance Company	Caretaker's Dwelling and Offices, Cattle Saleyards, Homebush ... ..	1,200 0 0	1 18 10
		Refreshment Rooms, Cattle Saleyards, Homebush ...	300 0 0	
108,355	Australian Mutual Fire Insurance Society ...	Centennial Hall Buildings, adjacent to Town Hall ...	8,993 0 0	17 3 0
		Electric Light Fittings and Fixtures therein ... ..	200 0 0	
		Glass in and throughout Centennial Hall Buildings	477 0 0	
		Office Furniture and Chairs therein ... ..	330 0 0	
3,704,921	London and Lancashire Fire Insurance Company ...	Centennial Hall Buildings adjacent to Town Hall ...	8,993 0 0	17 3 0
		Electric Light Fixtures and Fittings therein ... ..	200 0 0	
		Glass in and throughout the Centennial Hall Buildings	477 0 0	
		Office Furniture and Chairs therein ... ..	330 0 0	

**TABLE No. 4—(Continued.)**

### FIRE INSURANCES—SCHEDULE OF ASSETS INSURED.

No. of Policy.	Company.	Asset and Property Insured.	Amount Covered.	Premium Payable.
99,481	Mercantile Mutual Fire Insurance Company, Ltd....	Centennial Hall Buildings, adjacent to Town Hall ... Electric Light Fixtures and Fittings therein ... Glass in and throughout the Centennial Hall Buildings Office Furniture and Chairs therein ...	£ s. d. 8,993 0 0 200 0 0 477 0 0 330 0 0	£ s. d. 17 3 0
41,791	New Zealand Fire and Marine Insurance Company Ltd. ...	Centennial Hall Buildings, adjacent to Town Hall ... Electric Light Fixtures and Fittings therein ... Glass in and throughout the Centennial Hall Buildings Office Furniture and Chairs therein ...	8,993 0 0 200 0 0 477 0 0 330 0 0	17 3 0
7,220,026	Royal Insurance Company ...	Centennial Hall Buildings adjacent to Town Hall ... Electric Light Fixtures and Fittings therein ... Glass in and throughout the Centennial Hall Buildings Office Furniture and Chairs therein ...	8,993 0 0 200 0 0 477 0 0 330 0 0	17 3 0
9,128	Colonial Mutual Fire Insurance Company, Ltd....	Centennial Hall, all plate glass throughout the building ...	2,365 0 0	23 13 0
99,480	Mercantile Mutual Fire Insurance Company, Ltd....	Electric Power House Building ... Brick Chimney Stack attached thereto ... Two Boilers in equal proportions ... Two Dynamos in equal proportions ... Two Engines in equal proportions ... One Dynamo .. Electric Light Fittings ... Belting ...	300 0 0 750 0 0 1,450 0 0 620 0 0 1,450 0 0 120 0 0 60 0 0 50 0 0	14 8 9
108,357	Australian Mutual Fire Insurance Society ...	Fishmarkets Buildings, Woolloomooloo ... Machinery ... Pipes and Appurtenances ... Clock ... Two Boilers in equal proportions ... Cooling Chamber and Fittings Meat Cages ... Discoolers and Connections Two Small Boilers in equal proportions ...	200 0 0 205 0 0 30 0 0 10 0 0 100 0 0 50 0 0 15 0 0 155 0 0 35 0 0	2 1 7



TABLE No. 4—(Continued.)

## FIRE INSURANCES—SCHEDULE OF ASSETS INSURED.

No. of Policy.	Company.	Asset and Property Insured.	Amount Covered.	Premium Payable.
			£ s. d.	£ s. d.
103,067	Mercantile Mutual Fire Insurance Company, Ltd....	Fishmarkets Buildings, Woolloomooloo ... .. Machinery ... .. Pipes and Appurtenances ... Clock ... .. Two Boilers in equal proportions ... .. Cooling Chamber and Fittings Meat Cages ... .. Discoolers and Connections Two Small Boilers in equal proportions ... ..	200 0 0 205 0 0 30 0 0 10 0 0 100 0 0 50 0 0 15 0 0 155 0 0 35 0 0	2 1 7
9,406	North Queensland Insurance Company, Ltd....	Fishmarkets Buildings, Woolloomooloo ... .. Machinery ... .. Pipes and Appurtenances ... Clock ... .. Two Boilers in equal proportions ... .. Cooling Chamber and Fittings Meat Cages ... .. Discoolers and Connections Two Small Boilers in equal proportions ... ..	200 0 0 205 0 0 30 0 0 10 0 0 100 0 0 50 0 0 15 0 0 155 0 0 35 0 0	2 1 7
4,114,735	Norwich Union Fire Insurance Society ... ..	Fishmarkets Buildings, Woolloomooloo ... .. Machinery ... .. Pipes and Appurtenances ... Clock ... .. Two Boilers in equal proportions ... .. Cooling Chamber and Fittings Meat Cages ... .. Discoolers and Connections Two Small Boilers in equal proportions ... ..	200 0 0 205 0 0 30 0 0 10 0 0 100 0 0 50 0 0 15 0 0 155 0 0 35 0 0	2 1 7
22,586	South British Fire and Marine Insurance Company Ltd. ... ..	Fishmarkets Buildings, Woolloomooloo ... .. Machinery ... .. Pipes and Appurtenances ... Clock ... .. Two Boilers in equal proportions ... .. Cooling Chamber and Fittings Meat Cages ... .. Discoolers and Connections Two Small Boilers in equal proportions ... ..	200 0 0 205 0 0 30 0 0 10 0 0 100 0 0 50 0 0 15 0 0 155 0 0 35 0 0	2 1 7
3,717,141	Liverpool and London and Globe Insurance Company	Hay and Parker Streets Buildings, viz., Fruit and Produce Stores, Refreshment Rooms, Offices, and Lavatories	3,500 0 0	13 0 9

TABLE No. 4—(Continued.)

## FIRE INSURANCES—SCHEDULE OF ASSETS INSURED.

No. of Policy.	Company.	Asset and Property Insured.	Amount Covered.	Premium Payable.
			£ s. d.	£ s. d.
101,119	Australian Mutual Fire Insurance Society ... ..	Kent Street Buildings, viz., Three dwellings in equal proportions ... .. Two dwellings in equal proportions ... ..	750 0 0 400 0 0	1 3 8
3,716,685	Liverpool and London and Globe Insurance Company	Kent Street Depot Buildings, viz., Tool Shed ... .. Gas Stove therein... .. Cement Shed ... .. Cement Testing Room ... .. Cement Testing Machine and Appurtenances ... .. Office ... ..	24 0 0 1 0 0 275 0 0 20 0 0 130 0 0 50 0 0	1 11 0
3,706,797	Liverpool and London and Globe Insurance Company	Kent Street Depot, Wooden Blocks ... ..	1,100 0 0	5 11 8
108,358	Australian Mutual Fire Insurance Society ... ..	Old Belmore Markets Buildings ... ..	400 0 0	1 17 0
113,066	Mercantile Mutual Fire Insurance Company, Ltd....	Old Belmore Markets Buildings ... ..	400 0 0	1 17 0
9,407	North Queensland Insurance Company, Ltd. ...	Old Belmore Markets Buildings ... ..	400 0 0	1 17 0
4,114,736	Norwich Union Fire Insurance Society	Old Belmore Markets Buildings ... ..	400 0 0	1 17 0
22,586	South British Fire and Marine Insurance Company	Old Belmore Markets Buildings ... ..	400 0 0	1 17 0
94,781	Australian Mutual Fire Insurance Company ...	Old Exhibition Building, Prince Alfred Park ...	2,000 0 0	6 11 0
4,099,148	Commercial Union Assurance Company, Ltd. ...	Town Hall Organ ... .. Gas Engine therein ... .. Water Meter ... ..	4,500 0 0 37 10 0 25 0 0	21 2 2
2,259,308	Commercial Union Assurance Company, Ltd. ...	Printed Music, Town Hall Organ ... ..	100 0 0	0 9 3
4,114,734	Norwich Union Fire Insurance Society	Town Hall Organ ... .. Gas Engine therein ... .. Water Meter ... ..	4,500 0 0 37 10 0 25 0 0	21 2 2
7,220,025	Royal Insurance Society ... ..	Town Hall Organ ... .. Gas Engine therein ... .. Water Meter ... ..	4,500 0 0 37 10 0 25 0 0	21 2 2
61,088	United Insurance Company, Ltd....	Town Hall Organ ... .. Gas Engine therein ... .. Water Meter ... ..	4,500 0 0 37 10 0 25 0 0	21 2 2

TABLE No. 4—(Continued.)

## FIRE INSURANCES—SCHEDULE OF ASSETS INSURED.

No. of Policy.	Company.	Asset and Property Insured.	Amount Covered.	Premium Payable.
781,710	Atlas Assurance Company ...	Queen Victoria Markets— Buildings, including awnings and lavatories and their fittings ... Lifts and appurtenances thereof ... Machinery connected with lifts ... Glass Windows and Glass in Roof ... Gas & Electric Light Fitt'gs, Water Pipes, Fire Hydrants, and outside Lights	£ s. d. 7,400 0 0 1,000 0 0 400 0 0 400 0 0 800 0 0	£ s. d. 48 17 2
4,095,338	Commercial Union Assurance Company, Ltd. ...	Queen Victoria Markets— Buildings, including awnings and lavatories and their fittings ... Lifts and appurtenances thereof ... Machinery connected with Lifts ... Glass Windows and Glass in Roof ... Gas and Electric Light Fittings, Water Pipes, Fire Hydrants, and outside Lights	7,400 0 0 1,000 0 0 400 0 0 400 0 0 800 0 0	48 17 2
119,976	Colonial Mutual Fire Insurance Company, Ltd....	Queen Victoria Markets— Buildings, including awnings and lavatories and their fittings ... Lifts and appurtenances thereof ... Machinery connected with Lifts ... Glass Windows and Glass in Roof ... Gas and Electric Light Fittings, Water Pipes, Fire Hydrants, and outside Lights	7,400 0 0 1,000 0 0 400 0 0 400 0 0 800 0 0	48 17 2
1,005,210	Scottish Union and National Insurance Company ...	Queen Victoria Markets— Buildings, including awnings and lavatories and their fittings ... Lifts and appurtenances thereof ... Machinery connected with Lifts ... Glass Windows and Glass in Roof ... Gas and Electric Light Fittings, Water Pipes, Fire Hydrants, and outside Lights	7,400 0 0 1,000 0 0 400 0 0 400 0 0 800 0 0	48 17 2

TABLE No. 4—(Continued.)

## FIRE INSURANCES—SCHEDULE OF ASSETS INSURED.

No. of Policy.	Company.	Asset and Property Insured.	Amount Covered.	Premium Payable.
			£ s. d.	£ s. d.
52,448	United Insurance Company, Ltd....	Queen Victoria Markets— Buildings, including awnings and lavatories and their fittings ... .. Lifts and appurtenances thereof ... .. Machinery connected with Lifts ... .. Glass Windows and Glass in Roof ... .. Gas and Electric Light Fittings, Water Pipes, Fire Hydrants, and outside Lights ... ..	7,400 0 0 1,000 0 0 400 0 0 400 0 0 800 0 0	48 17 2
9,129	Colonial Mutual Fire Insurance Company, Ltd....	Queen Victoria Markets Buildings, Plate Glass ...	2,500 0 0	20 0 0
	do.	Queen Victoria Markets Buildings, Public Risk, Goods Lift ... ..	1,000 0 0	8 2 6
	do.	Queen Victoria Markets Buildings, Public Risk, Passenger Lifts ... ..	2,000 0 0	28 2 6
49,290	Australian Mutual Fire Insurance Society ... ..	Sussex Street Stores and Pig Markets ... ..	5,000 0 0	17 10 0
108,356	do.	Town Hall Buildings and Offices ... .. Office Furniture, Fittings and Fixtures ... .. Pianoforte ... .. Glass ... ..	6,000 0 0 830 0 0 30 0 0 200 0 0	12 7 11
113,064	Mercantile Mutual Fire Insurance Company, Ltd....	Town Hall Buildings and Offices ... .. Office Furniture, Fittings and Fixtures ... .. Pianoforte ... .. Glass ... ..	6,000 0 0 830 0 0 30 0 0 200 0 0	12 7 11
9,408	North Queensland Insurance Company, Ltd. ...	Town Hall Buildings and Offices ... .. Office Furniture, Fittings and Fixtures ... .. Pianoforte ... .. Glass ... ..	6,000 0 0 830 0 0 30 0 0 200 0 0	12 7 11



TABLE No. 4—(Continued.)

## FIRE INSURANCES—SCHEDULE OF ASSETS INSURED.

No. of Policy.	Company.	Asset and Property Insured.	Amount Covered.	Premium Payable.
			£ s. d.	£ s. d.
4,114,733	Norwich Union Fire Insurance Society	Town Hall Buildings and Offices ... .. Office Furniture, Fittings and Fixtures ... .. Pianoforte ... .. Glass ... ..	6,000 0 0 830 0 0 30 0 0 200 0 0	12 7 11
22,588	South British Fire and Marine Insurance Company	Town Hall Buildings and Offices ... .. Office Furniture, Fittings and Fixtures ... .. Pianoforte .. .. Glass ... ..	6,000 0 0 830 0 0 30 0 0 200 0 0	12 7 11
9,127	Colonial Mutual Fire Insurance Company, Ltd....	Town Hall Buildings and Offices, Glass ... ..	1,210 0 0	12 2 0
116,853	Mercantile Mutual Fire Insurance Company, Ltd....	Garbage Destructor—Chimney Stack ... ..	500 0 0	0 18 0
62,692	United Insurance Company, Ltd....	Public Baths and Refreshment Room, Pyrmont, including landlord's fixtures and fittings... ..	1,000 0 0	10 5 3
109,627	Australian Mutual Fire Insurance Society ... ..	Sussex Street Stores and Pig Markets ... ..	1 000 0 0	2 16 9
86,241	do.	Bank and Dwelling and Seed Merchant's Shop, corner of George and Campbell streets ... ..	2,250 0 0	6 7 3
85,815	do.	Building and Post Office, 732 George Street ... ..	1,250 0 0	1 5 9
108,725	do.	Building, Shop and Dwelling, 734 George Street ...	1,250 0 0	2 19 6
85,797	do.	Building, Shop and Dwelling, 736 George Street ...	1,250 0 0	2 19 6
85,650	do.	Building and Shop, 738 George Street ... ..	1,250 0 0	3 10 9
85,850	do.	Building, part of Palace Hotel, 740 George Street... ..	1,250 0 0	3 10 9
85,851	do.	Building, Palace Hotel, 742 George Street ... ..	2,250 0 0	6 7 3

## ALLOCATION OF RISKS.

Questions having from time to time arisen during the past year with regard to the allocation of risks, the following table shews the amount and the nature of the risk allotted to each Company or Society as selected by the Finance Committee at their meeting in January, 1902, when the whole of the insurances to be effected were carefully revised, and in several instances, readjusted in the interests of the Council:—

TABLE No. 5.

## FIRE INSURANCES—ALLOCATION OF ASSETS INSURED.

	Amount Covered.	Total.	Premium Payable.	Total.
	£ s. d.	£ s. d.	£ s. d.	£ s. d.
ATLAS ASSURANCE COMPANY—Queen Victoria Markets Buildings, &c. ...	10,000 0 0	10,000 0 0	48 17 2	48 17 2
AUSTRALIAN MUTUAL FIRE INSURANCE SOCIETY—				
Centennial Hall Buildings, &c.	10,000 0 0		17 3 0	
Fishmarkets Buildings ...	800 0 0		2 1 7	
Kent Street Buildings ...	400 0 0		1 3 8	
Old Belmore Markets Buildings ...	400 0 0		1 17 0	
Old Exhibition Buildings ...	2,000 0 0		6 11 0	
Sussex Street Stores and Pig Markets ...	5,000 0 0		17 10 0	
Sussex Street Stores and Pig Markets ...	1,000 0 0		3 10 0	
Town Hall Buildings, Offices, &c. ...	7,060 0 0		12 7 11	
Bank and Dwelling, George Street ...	2,250 0 0		6 7 3	
Building and Post Office, 732 George Street ...	1,250 0 0		1 5 9	
Building, Shop and Dwelling, 734 George Street ...	1,250 0 0		2 19 6	
Building, Shop and Dwelling, 736 George Street ...	1,250 0 0		2 19 6	
Building and Shop, 738 George Street ...	1,250 0 0		3 10 9	
Building, part of Palace Hotel, 740 George Street ...	1,250 0 0		3 10 9	
Building, Palace Hotel, 742 George Street ...	2,250 0 0		6 7 3	
		37,410 0 0		89 4 11
COLONIAL MUTUAL FIRE INSURANCE COMPANY, LIMITED—				
Queen Victoria Markets, Buildings, &c. ...	10,000 0 0		48 17 2	
Queen Victoria Markets, Glass	2,500 0 0		20 0 0	
Queen Victoria Markets, Passenger Lifts, Public Risk ...	2,000 0 0		28 2 6	
Queen Victoria Markets, Goods Lifts, Public Risk ...	1,000 0 0		8 2 6	
Centennial Hall Buildings, Glass ...	2,360 0 0		23 13 0	
Town Hall Buildings, Glass...	1,210 0 0		12 2 0	
		19,075 0 0		140 17 2

TABLE No. 5—(Continued.)

## FIRE INSURANCES—ALLOCATION OF ASSETS INSURED.

	Amount Covered.			Total.			Premium Payable.			Total.		
	£	s.	d.	£	s.	d.	£	s.	d.	£	s.	d.
<b>COMMERCIAL UNION FIRE ASSURANCE COMPANY, LIMITED—</b>												
Town Hall Organ, &c. ...	4,562	10	0				21	2	2			
Printed Music... ..	100	0	0				0	9	3			
Queen Victoria Markets, Buildings ... ..	10,000	0	0				48	17	2			
				14,662	10	0				70	8	7
<b>LIVERPOOL AND LONDON AND GLOBE INSURANCE COMPANY, LIMITED—</b>												
Cattle Sale Yards Buildings...	1,500	0	0				1	18	10			
Hay and Parker Street Buildings ... ..	3,500	0	0				13	0	9			
Kent Street Depot Buildings	500	0	0				1	11	0			
Kent Street Depot, wooden blocks ... ..	1,100	0	0				5	11	8			
				6,600	0	0				22	2	3
<b>LONDON AND LANCASHIRE FIRE INSURANCE COMPANY, LIMITED—</b>												
Centennial Hall Buildings ...	10,000	0	0				17	3	0			
				10,000	0	0				17	3	0
<b>MERCANTILE MUTUAL INSURANCE COMPANY, LIMITED—</b>												
Centennial Hall Buildings, &c.	10,000	0	0				17	3	0			
Electric Light Power House Buildings, &c. ... ..	7,500	0	0				14	8	9			
Fishmarkets Buildings ...	800	0	0				2	1	7			
Old Belmore Markets Buildings ... ..	400	0	0				1	17	0			
Town Hall Buildings, &c. ...	7,060	0	0				12	7	11			
Garbage Destructor, Chimney Stack ... ..	500	0	0				0	18	0			
				26,260	0	0				48	16	3
<b>NEW ZEALAND FIRE AND MARINE INSURANCE COMPANY—</b>												
Centennial Hall Buildings, &c.	10,000	0	0				17	3	0			
				10,000	0	0				17	3	0
<b>NORTH QUEENSLAND INSURANCE COMPANY, LTD.—</b>												
Fishmarkets Buildings ...	800	1	0				2	1	7			
Old Belmore Markets Buildings ... ..	400	0	0				1	17	0			
Town Hall Buildings, &c. ...	7,060	0	0				12	7	11			
				8,260	0	0				16	6	6
<b>NORWICH UNION FIRE INSURANCE SOCIETY.—</b>												
Fishmarkets Buildings ...	800	0	0				2	1	7			
Old Belmore Markets Buildings ... ..	400	0	0				1	17	0			
Town Hall Organ ... ..	4,562	10	0				21	2	2			
Town Hall Buildings ...	7,060	0	0				12	7	11			
Public Baths, Woolloomooloo	1,000	0	0				4	3	9			
				13,822	10	0				41	12	5

TABLE No. 5—(Continued.)

## FIRE INSURANCES—ALLOCATION OF ASSETS INSURED.

	Amount Covered.	Total.	Premium Payable.	Total.
	£ s. d.	£ s. d.	£ s. d.	£ s. d.
ROYAL INSURANCE COMPANY—				
Centennial Hall Buildings, &c.	10,000 0 0		17 3 0	
Town Hall Organ ... ..	4,562 10 0			
		14,562 10 0	21 2 2	
SCOTTISH, UNION AND NATIONAL INSURANCE COMPANY—				38 5 2
Queen Victoria Markets Buildings ... ..	10,000 0 0		48 17 2	
		10,000 0 0		48 17 2
SOUTH BRITISH FIRE AND MARINE INSURANCE COMPANY—				
Fishmarkets Buildings ...	800 0 0		2 1 7	
Old Belmore Markets Buildings ... ..	400 0 0		1 17 0	
Town Hall Buildings, &c. ...	7,060 0 0		12 7 11	
		8,260 0 0		16 6 6
UNITED INSURANCE COMPANY—				
Town Hall Organ ... ..	4,562 10 0		21 2 2	
Queen Victoria Markets Buildings ... ..	10,000 0 0		48 17 2	
Public Baths, Pyrmont ...	1,000 0 0		10 5 3	
		15,562 10 0		80 4 7

With regard to the respective amounts placed upon the various buildings, I do not profess to be competent to express any opinion, but I take it these amounts have been arrived at after mature consideration. To the casual observer, however, it would appear that in some cases there is an inflated insurance out of proportion to the risk or of the damage likely to be done in case of fire. This apparent inflated insurance has, no doubt, been largely induced by the exacting and arbitrary conditions imposed by the Fire Underwriters' Association. I therefore specially invite the attention of the Council to the matter, as while actual risks and possible damage should be fully covered by the Council as trustees for the citizens, the tendency to over insurance is as much to be deprecated as under insurance. Indeed, if the Fire Underwriters' Association cannot be induced to moderate their demands, which in some instances appear unreasonable, it will be the duty of the Council to consider what other steps should be taken to protect the interests of the citizens.

\* \* \*

## GENERAL CONDITIONS.

In accordance with a suggestion made by the Right Honourable the Lord Mayor, I submitted the whole of the policies to the City Solicitor with instructions that he should report generally upon the conditions applicable to each policy and to direct special attention to any matter where he deemed it necessary, and I have had several interviews



and consultations with him with regard thereto. The City Solicitor reported that the conditions declaratory of the terms and limitations under which the various policies are granted are on the whole very similar in character, and aim at securing the following primary objects usual in fire insurance:—

1. An accurate statement by the Assured of the nature of the property and any circumstances material to the risk in the proposal for insurance.
2. The notification to the Company of any alteration in the nature of the risk during the currency of the policy and the Company's written approval of the same endorsed on the policies.
3. The prompt notification of any fire affecting the property insured, and full particulars of claim being sent to the Company within a certain specified period generally within fifteen days.
4. Arbitration in case of disputes.

Having regard to the specific character of these conditions and the fact that insurance is a contract requiring the utmost good faith on both sides and that non-performance of the conditions contained in a policy make it voidable at the election of the insurers, the City Solicitor properly states that it is in the highest degree important that the Council should see that the conditions of the policies are from time to time complied with, and to attain this end the Insurance Broker or Brokers if more than one is employed by the Council, should submit periodical reports to the Town Clerk.

With reference to furnishing an accurate statement by the Assured of the nature of the property and any circumstances material to the risk in the proposal for insurance, I am unable to report precisely and conclusively from personal knowledge on this point, seeing that with one or two exceptions of a minor character the whole of the proposals had been made and completed and the necessary statements furnished by my immediate predecessors, or by the Superintendent of Corporation Assets or by his predecessor. I have not been able to find any copies of these proposals and statements; indeed, copies do not appear to have been kept in the Town Hall.

However, in response to my inquiry, I have been informed by Mr. C. A. Macintosh, who has acted as Insurance Broker for the Council, that the requirements of this condition were duly complied with at the time the several proposals were submitted, and that full disclosure was made to the Insurers of every fact going to establish and determine the risk which was within his knowledge at the time. In effecting insurance against fire it will scarcely be necessary to remind the Council that an exact description of property to be insured is of vital importance and most material in determining the risk. Misdescription of a building or place to be insured or in which goods to be insured are contained, and any misstatement or omission to state facts material to be known for properly estimating the risk, makes the policy voidable as to the property affected by such misdescription, misstatement or omission. Consequently I am of opinion too much care and supervision cannot be exercised, and that all proposals for insurance made by any Broker acting for or on behalf of the Council should, in the first instance, be submitted to the Town Clerk for approval, and that if necessary the latter should submit them to the City Solicitor for his observations thereon.

Certified duplicate copies of the proposals as finally submitted and accepted by the several companies should also be deposited with and retained by the Town Clerk for reference when necessary.

In the event of any alteration taking place in the nature of a risk during the currency of a policy, prompt notification has heretofore been given by the Superintendent of Corporation Assets to the Company insuring and the policy has been endorsed accordingly, and the condition as to prompt notification of any fire affecting any property insured with full particulars of claim has been attended to by the same officer in accordance with the requirements of the policy affected thereby. The reports from the officers, I submit, ought to be furnished to the Town Clerk, and the notifications ought then, in my opinion, be given by the Town Clerk, and the policies endorsed to his satisfaction.

\* \* \*

### WARRANTIES.

The City Solicitor also directed attention to certain warranties contained in certain of the policies, more particularly the following:—

1. **THE CORPORATION STORES, SUSSEX STREET.**—In this policy it is warranted by the assured that no loose hay or straw, and not more than five bales of pressed hay or straw, be left in the building.
2. **GARBAGE DESTRUCTOR, CHIMNEY STACK.**—This policy provides that the Company will not be liable for damage caused by overheating.
3. **CENTENNIAL HALL BUILDINGS.**—Under the provisions of the policy issued by the Royal Insurance Company the condition of average is waived on condition that the total insurance is maintained at not less than fifty thousand pounds.
4. **BUILDINGS AND MACHINE, &C., KENT STREET DEPOT.**—There appear to have been two policies in the same Company—the Liverpool and London and Globe Insurance Company—in respect of property at the Kent Street Depot. Each policy contains a warranty that the property is not otherwise insured, and in order to avoid any possibility of dispute the City Solicitor originally suggested that it would be as well to take out one policy in lieu of the two referred to, the whole of the property insured, including the wooden blocks, being within the curtilage.
5. **ELECTRIC LIGHT.**—Certain of the policies are made subject to the clause relating to electric light, the conditions of which the City Solicitor recommends should be strictly complied with.
6. **DISCLOSURE.**—All existing insurances upon one property should be disclosed to the various Companies interested in such property.
7. **SPONTANEOUS COMBUSTION.**—Among the causes of fires which are excepted by the Norwich Union Insurance Company is that of spontaneous combustion. The City Solicitor observes that this appears to be an unusual exception, as it is without qualification, and recommends that it be eliminated from the policy.

Inasmuch as the compliance with a promissory warranty is a condition precedent to the attaching of a risk, I beg to report upon these particular points and suggestions *seriatim*.

1. The Superintendent of Corporation Assets and the attendant in charge of the Sussex Street stores and pig markets report that the conditions of the warranty in respect of these premises are complied with, although the Council has been incurring a certain amount of responsibility which ought properly to attach to tenants. In this connection, however, an important decision on the part of the Fire Underwriters' Association has recently been come to. This decision, I am informed, in effect exempts the insured from the operation of conditions over which they have no control, and would apply particularly to the tenants of the Corporation Buildings in Sussex Street. Seeing that portions of the Sussex Street stores are let as produce stores, it will be self-evident that this concession is important, as the Council are not in a position to control the acts of their tenants. The policies, however, should be amended and endorsed accordingly, so that any dispute in case of accident may be obviated.

2. The Garbage Destructor at Moore Park has hitherto been worked by the Contractors, and has not yet been taken over by the Council, consequently the responsibility as regards overheating has not devolved upon the officers of the Council. Care, however, will be taken to issue the necessary instructions to the proper officer at the right time. This policy will, in accordance with the principle already laid down, be brought into line with others, so that they may all terminate at one and the same time. It may be stated that this policy was taken out so as to cover damage by lightning, and this is clearly set forth.

3. The total insurance effected upon the Centennial Hall Buildings is ostensibly £50,000, and the condition referred to by the City Solicitor would appear to have been complied with. It is, however, worthy of note that the sum of £50,000 is apportioned under different heads, as follows, viz. :—

Centennial Hall Buildings, 5 policies, each	
£8,993	£44,965
Electric Light Fixtures and Fittings therein,	
5 policies, each £200	1,000
Glass, 5 policies, each £477	2,385
Office Furniture and Chairs, 5 policies, each	
£330	1,650
Total ...	<u>£50,000</u>

Under this allocation of the total insurance it might be legitimately held that the aggregate amount of £50,000 was not applicable to the buildings proper, and that, therefore, the stipulation providing for the condition of average being waived had not been complied with. Again, it may be pointed out that it is only the Royal Insurance Company which declares and agrees by endorsement on the policy that the condition of average is waived conditionally on the amount of insurance being maintained at £50,000 as at present, the other four Companies equally interested being quite silent on this important point. On asking the Insurance Broker for an explanation as to this apparent divergence between the several Companies, he verbally reports that although no precise waiver or endorsement is entered on the policies other than on that of the Royal Insurance Company, such waiver or endorsement



is not necessary, and was not contemplated as the condition of average was not actually declared, and is not included in the general conditions applicable to the policies. In addition to this he states that the Managers or representatives of the several Companies agreed with him, acting on behalf of the Council, that the condition of average should not apply in the case of the Centennial Hall Buildings. Although such arrangement may have been made, and there is no reason to doubt it—although it must have been verbal, as I have not been able to trace any correspondence on the point—and although there does not appear to be a declaration that the condition of average is applicable, I submit that it is desirable in the interests of the Council, and in order to prevent any disputes arising hereafter, that the policies should be properly endorsed to the effect that the sum of £50,000, the amount at which the insurance is to be maintained, not only includes the buildings, but the other items mentioned in the policy, and that the condition of average does not apply to any item or portion of the risk covered by any of the policies. It may also be stated that although the condition of average does not apply in the general conditions of the Royal Insurance Company, this Company, by inference, must have had it in contemplation, as the Manager has endorsed the policy, waiving such condition of average conditionally upon the amount of insurance being maintained at £50,000 as at present. This endorsement may be an act of supererogation, but it is there nevertheless; and as a precautionary measure it is best to be on the safe side, as such endorsement ensures safety, especially when certain of the policies provide “that no provision or requirement of the policy requiring any matter or thing to be done, or to be written, or endorsed thereon, shall be deemed waived by reason of any alleged notice, or waiver which has not been expressly written or endorsed thereon, nor shall the Company affected be deemed to have waived any provision or condition of the policy, or any forfeiture thereunder by any requirement, act or proceeding on its part relating to the appraisalment of any alleged loss, unless such provision, condition, or forfeiture be expressly stated in writing to be waived by the Company.” It is true that the tendency of judicial decisions, according to the best authorities on the laws of insurance, is to pay more regard to the express terms and conditions of the policy, and less to evidence of custom. Consequently as there is no express declaration the endorsement is unnecessary; but, having been done in one instance, it ought to be done in all, for the sake of uniformity, if nothing else. It may also be stated in connection with this matter, having regard to the aggregate amount of insurance to be maintained, that prior to last year the risk was spread over four Companies instead of five, as at present. The aggregate amount covered was £50,000, but the amount then allocated to the Centennial Hall Buildings was £11,658 15s. with each Company, making an aggregate of £46,635, as against £44,965 at the present time. Further reference will be made to the important condition of average and its applicability to certain risks at a later stage in this report.

4. With regard to the suggestion made by the City Solicitor that one policy should be taken out in lieu of the two now covering the Tool and Cement Sheds, Testing Machine, etc., and the Wooden Blocks at the Kent Street Dépôt, which upon reconsideration the City Solicitor does not now insist upon, having made the recommendation under a misapprehension, there can be no objection taken to its adoption, provided that in the event of the condition of average being made to apply it shall only apply to the Wooden Blocks as under existing conditions and not to the Buildings. In the event of this course not being followed notice of the second policy could be given and the warranty withdrawn.



5. The use of Electric Light is allowed, as stated by the City Solicitor, subject to the printed conditions of the Fire Underwriters' Association of New South Wales being embodied in the policies as follows:—

“ The Electric Light Installation in the within-mentioned Building having been passed by the Inspector to the Fire Underwriters' Association of New South Wales, the same is hereby allowed subject to the following warranties:—

1. That no alteration or addition be made to the installation without the consent of this Company in writing be first obtained.
2. That the installation be open for inspection on all occasions.

The Superintendent of Corporation Assets reported that these conditions are strictly complied with. The necessary notification to the Companies of alterations or additions to the installation should be made through the Town Clerk, and the policies endorsed accordingly and to his satisfaction.

6. In several instances existing insurances effected upon one property have been disclosed to the various companies interested in such property, and such disclosure appears to be properly endorsed upon the several policies. The importance of being informed of the names of the offices which are jointly and concurrently interested in a risk must be obvious to all who have any acquaintance with the elementary principles relating to the law and practice of insurance, and nothing, therefore, can be more reasonable than that the persons assuring should stipulate for information being furnished as to the offices in which other insurances are existing or are subsequently taken out, and it is competent for them to stipulate that if any erroneous or untrue representation be made on this point the policy will be void, and if they do so the Courts cannot hold any part of the representation immaterial. It has been held in American and Canadian Courts—and while similar conditions are inserted in some English policies, they have not been litigated, and English precedents are, therefore, not available—that if the insurers require this information they must stipulate for it, and that failure to disclose it is not fraud. Whether stipulated or not, I incline to the view that in the interests of the Council prompt disclosure is important, as insurers of the same interest in the same property all rank together for meeting a loss, the several contracts being taken together as parts of one contract of indemnity, each paying proportionately to the amount each has at stake. Where the stipulation does exist, failure to notify and omission to obtain endorsement of such notification on the policy or otherwise recognised by the insurers is, unless expressly waived, absolutely fatal to any claim on the policy. Its importance cannot, therefore, be ignored.

7. Under No. 5 of the conditions of insurance, referred to in policies issued by the Norwich Union Fire Insurance Society, it is provided, as pointed out by the City Solicitor, “ that no loss or damage will be paid on fire happening by spontaneous combustion.” There is no qualification or modification. On again carefully perusing the policies I also find that a condition very similar is embodied in the conditions and stipulations referred to in policies issued by the South British Fire and Marine Insurance Company of New Zealand, the New Zealand Insurance Company, the Liverpool and London and Globe Insurance Company, and the Colonial Mutual Fire Insurance Company, Limited, the

condition in the policy issued by the last-mentioned Company being more restricted by amplified phraseology than the others. This condition reads as follows:—

“ This policy does not cover loss or damages by fire to property occasioned by or happening through its own spontaneous fermentation, heating, or combustion.”

Again, in the conditions embraced in the policies issued by the Royal Insurance Company, the London and Lancashire Fire Insurance Company, and the Scottish Union and National Insurance Company, the restrictive clause is but slightly modified, the effect being to all intents and purposes the same.

In these instances the condition reads as follows:—

“ This policy does not cover damage or loss occasioned by or through the spontaneous fermentation or heating of the subject insured.”

In the conditions embodied in the policies issued by the Atlas Assurance Company, the Commercial Union Assurance Company Limited, the North Queensland Insurance Company Limited, and the United Insurance Company the same end is attained by using different phraseology, the condition in these policies reading as follows:—

“ No allowance will be made for any property destroyed or damaged by its own natural heating.”

As the point is one of considerable importance, I shall be glad to receive instructions from the Committee in relation thereto.

Seeing that special attention has been directed to the Companies possessing a clause of more or less restrictive character, it is but right to state that I am unable to find any reference to any such condition in the policies issued by the Australian Mutual Fire Insurance Company, and the Mercantile Mutual Fire Insurance Company, Limited, the former of which covers risks to the extent of £37,410 and the latter £26,260. As these Companies do not consider it necessary to impose any additional charges for the elimination of the reference to spontaneous combustion from their policies of insurance, the Companies which make reference to it in any form as abrogating the benefits otherwise derivable under the policy ought either to delete it altogether from their policies or charge a reduced rate should they decide to retain it. At the same time, I may point out that insurance authorities are agreed that the condition excluding the risk of damage to property occasioned by its own spontaneous fermentation or combustion only affects the particular property in which the spontaneous action arises, and does not remove liability for the goods ignited thereby. With the exception of produce stores, where spontaneous combustion might arise, I do not think the clause is likely to prejudicially affect the property of the Council.

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#### DAYS OF GRACE.

Generally speaking, the policies expire at 4 p.m. on the first day of January in each year. In the case of the Australian Mutual Fire Insurance Company, a period of fifteen days, commonly designated “days of grace,” is allowed beyond the due day for the payment of the premiums. As some misapprehension exists with regard to the effect

of these days of grace, it may be stated that if any loss happen during the period referred to and whilst the premium remains unpaid, the assured has no right of action, unless specially provided for by express stipulation for the amount of the policy. The Courts have held in *Tarleton v. Staniforth*, 5, I.R., 695, that the legal effect of days of grace is not to entitle the assured to recover for a loss during those days whilst the premium is unpaid, but to enable the insurance to be renewed and thereby save the expense of a new policy and fresh stamps. In giving judgment for the defendants in the recited case *Tarleton v. Staniforth* in July, 1794, Lord Kenyon said: "No policy is to have existence until the premium is paid by one party and accepted by the other," and this case is universally recognised and quoted as a standard precedent on this important point.

Having regard, therefore, to the decision just quoted, it must be borne in mind that where it is expressly stipulated that premiums *shall* be paid by a certain date, they *must* be so paid, or according to English, American, and Canadian decisions, the policy is voidable at the election of the insurers, who may, however, waive the forfeiture under American decisions, but are under no equitable obligation to do so upon tender of the premiums due.

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### CONDITIONS OF AVERAGE.

The important but frequently irritating clause relating to what is known as the condition of average is one which is usually looked upon as of a vexatious and objectionable character, and in relation to which much discussion and correspondence between insurers and insured has taken place in the past. The customary wording of the condition of average when embodied in a fire policy is as follows:—

"It is hereby agreed that wherever a sum insured is declared to be subject to the condition of average if the property insured shall, at the breaking out of any fire, be collectively of greater value than the sum insured thereon, then the Company shall pay or make good such a proportion only of the loss or damage as the sum so insured shall bear to the whole value of the said property at the time when such fire shall first happen. And this condition shall apply separately to each of the items of the policy if more than one."

The aim of this condition, it will be observed, is in the direction of preventing under insurance, while the effect of the condition is that in the event of the property insured being of greater value than the sum insured thereon the Company insuring agrees to pay such proportion only of the damage as the sum insured bears to the value of the property. This proportion is, of course, ascertained by a rule-of-three sum in the following form:—

Value of property covered: insured amount: damage done: damage payable.

The consequence of this rule is to make the assured his own insurer as to a ratable portion of the loss determined by the ratio between the value of the goods at risk at the date of the fire and the amount insured thereon. As the conditions on the subject of average are complicated, obscure, and little understood, the greatest care is necessary in having the true conditions applicable made clear and distinctly understood *before* any condition of average is finally agreed to.

The foregoing condition under existing policies practically applies to the undermentioned policies of the Council:—

1. The Centennial Hall Buildings	... ..	£50,000
2. The Wooden Blocks, Kent Street Dépôt	... ..	1,100
3. The Town Hall Organ	... ..	18,250
4. Printed Music, Town Hall Organ	... ..	100
5. Sussex Street Stores and Pig Markets	... ..	5,000
6. Sussex Street Stores and Pig Markets	... ..	1,000
Total subject to average		£75,450

With regard to the Centennial Hall Buildings this has been previously dealt with under the heading of Warranties. From enquiries which have been made I am quite satisfied that a declaration of application of average will not be insisted upon by the insuring companies in the event of existing policies being maintained, but as already suggested the policies ought to be endorsed to the effect that the condition does not apply.

Representations were made to the insuring Company, but they declined to waive the condition of average in the matter of the Wooden Blocks at the Kent Street Dépôt, being of opinion that this was a risk to which the applicability of the condition was properly due and that it ought to be maintained.

As regards the Town Hall Organ the Finance Committee last year expressed much dissatisfaction at the retention of the condition of average in the policy, and representations were made to the insuring companies accordingly, but without appreciable effect. A statutory declaration that £18,250 is the full value of the Organ and appurtenances was made by myself with the knowledge and under the authority of the Finance Committee, and handed to the several Companies, and its receipt duly acknowledged. It is, however, urged that this statutory declaration of value does not in any sense abrogate the precise terms and conditions embodied in the policy, when there is no waiver endorsed thereon. This contention, I submit, is reasonable, the contract being consensual, or formed by the consent of the parties, depends for its validity on agreement between the parties as to the risk and premium, and not on the particular evidence used to prove the same (*Bishop v. Clay Insurance Company*, 49 Connecticut, 167).

The same remarks apply to the Sussex Street Stores. The Finance Committee made strong and persistent efforts to effect the necessary insurance without the declaration of average being attached, and to exclude the foundations from the policy. The Fire Underwriters' Association, however, intimated that in consequence of the building insured being subject to the conditions of average, the endorsement excluding the foundations from the interest covered could not be agreed upon. A statutory declaration of value was also made and furnished in this case, but without effect so far as obtaining waiver of the condition of average was concerned.

In connection with the Wooden Blocks and the Printed Music, in my opinion, the conditions of average very properly apply, seeing that such conditions are inserted to ensure full insurance on fluctuating amounts of goods and in the interest of the insurers to prevent policyholders from covering by their policies goods in excess of the amount insured thereby, and in the cases mentioned the goods insured are undoubtedly liable to fluctuations in value. In the case of the Wood Blocks the accepted evidence of value at any given time in case of accident ought, I submit, to be the Stock Book in use at the time, the par-



particulars therein being verified by Statutory Declaration, if required, and this ought to be clearly endorsed on the policy, whilst the City Organist might from time to time submit a statement subject to verification by Statutory Declaration of value of the Printed Music, which, under the circumstances, I am of opinion the insuring companies ought, as a matter of fairness between insurer and insured, to accept without further question or reflection upon the *bona fides* of the City Council.

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### ALLOWANCES AND EXEMPTIONS.

According to the terms and conditions of the several policies the following allowances and exemptions are made:—

1. CENTENNIAL HALL BUILDINGS.—The use of the Electric Light is allowed in accordance with the clause attached to policy; the use of a Gas Engine for blowing the Organ is allowed in the basement of the building; the employment of carpenters in the basement to make the repairs to the building is allowed.
2. TOWN HALL ORGAN.—The use of the Electric Light is allowed in accordance with the clause attached to policy; the use of a Gas Engine for blowing the Organ is allowed in the basement of the Centennial Hall buildings; the employment of carpenters in the basement of the Centennial Hall buildings to make repairs to the building is allowed.
3. PRINTED MUSIC—TOWN HALL ORGAN.—The use of the Electric Light is allowed in accordance with the clause attached to policy; the use of a Gas Engine for blowing the Organ is allowed in the basement of the Centennial Hall building.
4. QUEEN VICTORIA MARKETS BUILDINGS.—The use of the Electric Light is allowed in accordance with the clause attached to policy; the use of Gas and Electric Power by the owners and tenants is allowed.
5. QUEEN VICTORIA MARKETS—PLATE GLASS.—The policy is extended by endorsement to cover loss occasioned by fire on opposite sides of streets, provided loss is not recoverable under fire policy; also damage caused by the Act of God and the Queen's enemies. This policy should be re-endorsed "King's enemies."
6. SUSSEX STREET STORES AND PIG MARKETS.—The use of half horse-power Gas Engine is allowed.
7. TOWN HALL BUILDINGS.—The removal of the Pianoforte from the Centennial Hall Buildings to the Town Hall Buildings and *vice versa*; the use of the Electric Light is allowed in accordance with the clause attached to policy.

It should be noted that in the policy issued by the South British Fire and Marine Insurance Company of New Zealand, it is stated that at times the pianoforte is in the Centennial Hall and it is expressly mentioned that the insurance on the pianoforte is "*whilst contained therein,*" i.e., in the Town Hall, and by inference *not* in the Centennial

Hall. Although there may be latent ambiguity in the policy, it is a question of fact determinable by what is known as parol evidence, and not simply a question of construction, I consider that this policy should be amended accordingly so as to provide beyond question that the piano-forte is covered from all risk, whether in the Town Hall or in the Centennial Hall, or in any part of either building.

In *Halhead v. Young*, 25 L.J.Q.B., 290, 27 L.T. 100 and *Harrison v. Ellis*, 26 L.J.Q.B., 239, 29 L.T. 76, it has been held that whether a policy covers goods in a place at the time of a fire or only those which were there *at* the time when the policy was made and *continue* to be there *at* the time of the fire, depends on the wording of the policy, or whether the goods are generally described or specifically indicated. As an illustration it may be stated that following this rule the Irish Exchequer decided that new hay put on a rick which had been specifically insured in substitution for hay which was thereon at the time of insurance was not within the limits of the policy. On the point of removal, the Courts in America appear, to a certain extent, to be at variance with each other. According to *Porter's Laws of Insurance* the rule generally adopted is as follows:—"Temporary removal of property occasional or habitual in pursuance of a use which is a certain necessary consequence arising from the character of the property without any change in the ordinary place of keeping, is no defence to an action on the policy." *Lyons v. Providence Washington Company*, 43 Am. Rep. 34.

8. TOWN HALL, PLATE GLASS.—The policy is extended by endorsement to cover loss occasioned by fire on opposite sides of streets, provided loss is not recoverable under Fire Policy; also damage caused by the Act of God and the Queen's enemies. This policy should also be re-endorsed "King's enemies."
9. SUSSEX STREET STORES AND PIG MARKETS (No. 2).—The use of half horse-power Gas Engine is allowed.

A number of the policies also contain a special endorsement to the effect that the policy covers destruction or damage by lightning if the property be set on fire or otherwise damaged thereby, also damage to the property by bush fire and gas explosion.

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### TENANTS' INSURANCES.

It is provided in connection with the Haymarket properties that the tenants shall insure from fire for the full insurable value of their respective premises in the joint names of the Lessors and the Lessees, in an office to be approved of by the Council, and to hand the policies to the Town Clerk. The premises, 734 George Street, are occupied by Mr. C. J. Symonds, trading as E. Horton and Company, Seedsmen, etc. Early in January last year Mr. Symonds intimated that he had insured the premises in the Colonial Mutual Fire Insurance Company, Limited, and asking for formal approval by the Council of that Company to comply with the obligations imposed upon him under the lease. As the Finance Committee was not sitting I consulted the Lord Mayor, who entertained the opinion that in the Council's interests there should be no separation of risks, but that the whole of the risks in the Terrace should be covered by one company, but by separate policies, as in the event of a fire occurring complications might arise if different companies held policies applicable to different sections, comprising one block of

buildings, apart from the advantage of continuing the insurance with a company which had done the business for many years under excellent general conditions, and had always manifested a desire to meet the Council fairly on all matters. Mr. Symonds was informed accordingly, and upon receipt of a further communication from him upon reconsideration of the matter, the Lord Mayor saw no reason to alter his previous decision, and Mr. Symonds was communicated with to that effect. A further letter was received from Mr. Symonds directing attention to the clause in the lease whereby the Lessee covenants to insure for the full value of the building in an office to be *approved* of by the Lessors not *selected*, and that in fulfilment of this covenant the premises were insured in the Colonial Mutual Fire Insurance Company, Limited, and that he had submitted the name of that company for the Council's approval; that no request had been made by him to be allowed to substitute that office for the Australian Mutual Fire Insurance Company, which it appeared had been selected by the Council without reference to the covenant referred to; he therefore repeated his request for approval. Mr. Symonds was informed in reply that the Council had approved of the Australian Mutual Fire Insurance Company, and would not now admit another company to share in that block, and thus complicate the matter in case of accident, and the insurance was thereupon maintained as approved by the Council. On the 19th December last I received a letter from Mr. Symonds, intimating that as the policy fell due on 31st December, 1902, he proposed insuring for the coming year in the Colonial Mutual Fire Insurance Company, and asking for formal approval of that Company. Having regard to previous correspondence, I wrote, stating in reply, that the insurance must be continued as heretofore with the Australian Mutual Fire Insurance Company, as at this stage it was too late to consider any alteration as suggested, but that the matter would be laid before the Finance Committee in due course. In reply to this intimation, a further letter was received from Mr. Symonds, stating that he had no wish to discontinue the existing policy on the premises, as it lapsed on 31st December, and it was not his intention to renew it, and, further, that as the notice given appeared to be too short he had obtained an attached cover note from the Colonial Mutual Fire Insurance Company to hold the premises covered from the lapsing of the existing policy until the Council had time to formally approve of the Company to insure in. In the first place I may point out that Mr. Symonds has no right to obtain cover *before* approval of the Company has been signified, and that having taken that course, he has done so on his own responsibility. The approval of the Council should be obtained in the first instance, and not *after* he has effected an insurance. In the second place, the arguments which were used last year still hold good, and are quite justifiable; therefore, under the circumstances, I recommend that Mr. Symonds be informed that the Council are not prepared to give the sanction applied for, neither are they prepared to sanction any change being made without justifiable cause shown.

With regard to the covenant on the part of the tenant to insure, this is now a usual covenant in a lease which a landlord is entitled to have inserted in pursuance of an agreement to take a lease with the usual covenants. This covenant to insure does not make the tenant an insurer, but obliges him to find security of a certain kind to protect the landlord against the risk of fire. Legal questions have arisen on the question as to the covenant to insure being void for uncertainty where neither the words against fire nor the name of the office is mentioned. It is customary to name particular insurers, or to insert the words "some sufficient office" *i.e.*, "solvent insurers" or "some office to be approved



by the lessor." I am of opinion, after considerable experience of this particular matter, that the least contentious and most satisfactory method is for the lessor to insure and charge the premium as an additional rent. This method, if with the addition of a covenant by the lessor to spend the proceeds in reinstatements, has been found to meet all requirements. The insertion of the covenant to apply the proceeds in re-instatement is necessary in equity, as the tenant or lessee having covenanted to repair, possesses an insurable interest in the premises sufficient to support a policy in his own name for the full value thereof (*Barrell v. Tibbitts*, 5, Q.B.D. 560, 50 L.J.Q.B. 33, 42 L.T.N.S., 797), and if the demised premises are burnt down within his term he is bound to reinstate, and is liable in damages if he does not do so (*Bullock v. Dommitt* (1796), 6 T.R. 650). The insurance in such a case is, in effect, a reinsurance of the tenant's liability. Tenants for years are not at Common Law compelled to insure, and their legal duty includes no obligation to reinstate in case of fire. Taking all the circumstances into consideration, I have to recommend that the covenant as to insuring in joint names, and the covenant as to insurance being effected by the tenant should be reconsidered on granting any new leases.

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### PUBLIC RISK POLICIES.

In connection with the public risk policies effected in respect of the passenger and goods lifts at the Queen Victoria Markets Buildings, the Secretary of the Colonial Mutual Fire Insurance Company, Limited, addressed a letter, under date 5th December, 1902, nominally to myself, but which was forwarded to Mr. C. A. Macintosh, the insurance broker, but was not received by me until the 16th December, 1902, stating that, in accordance with the tariff of the Accident Underwriters' Association now in existence, which has been agreed to by all insurance companies transacting this class of business in New South Wales, the premium payable on these insurances will now be £36 5s., and that under such agreement companies are restricted to issuing Lift Policies, indemnifying the insured for accidents happening to the general public only. Under the policies in force with this company to the end of December last, the annual premium payable was £14 10s., the amount covered being £3,000. The rate now quoted, viz., £36 5s., is equivalent to an increase of 150 per cent., a rate of increase which appears absolutely unjustifiable, and without any apparent reason being assigned with regard to any presumably increased risk.

The lift attendants and caretakers are, under the agreement come to by the Accident Underwriters' Association, now excluded from the benefits under the policies, but the Secretary of the Colonial Mutual Life Insurance Company, Limited, states that, if desired, a policy will be issued covering the liability of the Council to the lift attendants and caretakers, this being the risk excluded as above mentioned, at a rate of 10s. per cent. on the amount of their annual wages. The number of employees to whom this suggested arrangement would apply is twenty, and the amount annually paid in respect of wages may be taken approximately at £1,650, which, at 10s. per cent., would involve an additional annual premium of £8 5s., thus making the aggregate annual payment £44 10s., under the new conditions which the Accident Underwriters' Association seek to impose, compared with £14 10s. previously paid, or an increase of 206 per cent.

I consulted the City Solicitor with regard to the restrictions imposed by the conditions of the policy, and he reports that, as regards



the policies against accidents by the use of lifts, he observes that while the Council is precluded from settling a claim without the consent of the Company, and is bound to defend any action that the Company may desire, there is no provision in the policy to enable the Council to recover the costs of doing so from the Company. The following is the proviso to which reference is made:—

“ On receiving, from the Insured, notice of any claim, the Company may take upon itself the settlement of the same, and in that case the Insured shall give the Company all necessary information and assistance for the purpose. The Insured shall not, except at his own cost, pay or settle any claim without the written consent of the Company, nor shall the Insured allow any action to go undefended or allow judgment to go by default or confess judgment without the written consent of the Company.”

Seeing, therefore, that the Council is compelled to defend any action which may be brought, a condition which I submit is fair and reasonable in equity, the Council on the other hand ought to be properly protected as regards costs, having regard to the fact that by defending any such action the Council is in reality defending the interests of the Company. The agreement as to insurance and liability reads: “ Any person or persons who shall sustain any personal bodily injury caused in and by the use of any of the passenger lifts in use at the insured premises, and such person or persons or his or their legal representatives shall recover damages in any action or suit at law, against the Insured by reason thereof, then the Company shall and will pay to the Insured the amount of such damages so recovered as aforesaid.” The point mentioned by the City Solicitor is one of considerable importance, and the agreement as to insurance and liability should be amplified so as to include recovery of all costs incurred in defending any action which may be brought or incidental thereto, the liability of the Company at present being restricted solely to *damages*.

Seeing that the increased premium is practically prohibitive, being so abnormal and out of all proportion to that heretofore paid in respect of similar risks, I have made enquiries in other directions and from information received I am informed that at least equally good arrangements can be made at a premium not much in excess of that now paid, and I shall be glad to receive the necessary authority to enter into negotiations, with a view to ascertain what are the best terms obtainable.

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### QUEEN VICTORIA MARKETS BUILDINGS—STATUARY.

In the early part of last year Mr. Macintosh directed attention to the fact that the groups of statuary forming part of the decorative work of the Queen Victoria Markets Buildings were not covered under any existing policy of insurance, and asking for instructions with regard thereto. The matter was considered by the Finance Committee in due course, and instructions were given to the Council's Broker to make enquiries with a view to allocating a sum of £3,000 from the existing insurance of £50,000 and placing such sum on statuary. The matter was submitted to the Underwriters' Association, who decided that the suggestion made by the Finance Committee could not be acceded to, they on their part suggesting that the Council should take out a separate insurance on the statuary, which they stated could be done without the

condition of average applying, leaving the existing insurance of £50,000 undisturbed. On further considering the matter the Finance Committee made a recommendation to the Council, which was duly confirmed, that the statuary should be insured for £2,000—£1,000 in each group. At a subsequent meeting it was decided that the proposed insurance should not be further proceeded with on account of the excessive rate asked for premiums, viz., £9 19s., so that at the present time the statuary is uncovered by insurance.

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### PREMISES, &c., NOT INSURED.

I have also to direct the attention of the Council to the fact that no insurance appears to have been effected in respect of the furniture, etc., in the rooms of the Lady Mayoress; the wooden outbuildings adjoining the Caretaker's Dwelling and office at the Cattle Sale Yards, Homebush; or in respect of the carts and other appliances and implements belonging to the Council. Some difficulty may appear to exist with regard to horses, carts, implements, etc., on account of their being removable from place to place. It has, however, been held in America that description of horses, or stock, or vehicles as kept in a certain place does not preclude from recovery if they are injured elsewhere by a risk insured against. It has been held in Ireland that when locomotive chattels, such as agricultural implements, carts, etc., are insured in a certain place the owner cannot recover for them if they are burnt outside the limits of the place named. They are, under this decision, insured only whilst in the specified place, and while out in the fields or roads or elsewhere are at owner's risk. But on return to the specified place the risk reattaches (*Gorman v. Hand in Hand*, T.R. 11, C.L. 224). In London it is customary to take out an insurance on such chattels generally without mention of place, and a policy of this nature effectually covers them, wherever burnt. Usually speaking, horses can be insured against death from all causes excepting fire up to two-thirds of their value at five per cent. per animal, each animal to be separately insured. Insurance can also be effected at reasonable rates as regards public risks—that is, against damage which may be occasioned by the horses and carts belonging to the Council to persons or property, excluding the risks under the Employers' Liability Act.

I may further point out that pictures, china, glass, looking glasses, and clocks do not come within the description of furniture, and such articles are wholly uncovered unless specially mentioned in the policy, and the same observation applies to sculpture, drawings, and mathematical and surveying instruments.

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### POLICIES.

The present condition of the policies, owing to numerous and repeated endorsements, re-endorsements, and cross-endorsements, leads to considerable confusion and doubt, and is such as to almost preclude the true intent and meaning of the policy as at present existing being ascertained. In some instances, indeed, great difficulty was experienced by the City Solicitor and myself in determining the interest insured, and the exact conditions now applicable thereto owing to variations in amount and alteration of conditions which have from time to time

been made. In some cases the original policies are not available, having been lost or mislaid, and duplicates have had to be relied on for the requisite information. In the insurances on the property formerly effected in the joint names of the Municipal Council and the Lessees of the Haymarket buildings, in accordance with the terms and conditions of the leases granted by the Council, an endorsement appears on the respective policies to the effect that the interest in such policies is now vested in the Municipal Council of the City of Sydney as owners instead of as heretofore, and the same sanctioned. Having regard to the specific conditions of the lease providing for the insurance, and while fully concurring with the effect of the action taken, I deem it right to direct attention to the matter, as there is nothing to indicate that the tenants have assented to the endorsement being made. The endorsement is tantamount to an assignment of the policy so far as it affects the tenant. It has been held that although in certain circumstances Equity will recognise the assignment of a fire policy (*Rayner v. Preston*, 18 Ch. D. per Brett L.J. 10, 50 L.J. Ch. 472, 44 L.T.N.S. 787, 29 W.R. 547), such right is subject to the special stipulation of the particular contract, and as right to assign before loss, so as to bind the insurer can arise under a policy against fire in the ordinary form by which the insurers bind themselves to pay the insured, his Executors and Administrators, and contains a condition that no assignment will be valid unless accepted (such acceptance being testified in a prescribed way) by the insurer. The consent of the tenant who possesses an insurable interest in the buildings under the terms of his lease, and who has covenanted to insure and keep the premises insured in the names of the owners and himself, ought certainly to be obtained to the absolute transfer of that interest to the owners.

With regard to the policies generally, I understand that last year representations were made by the Insurance Broker to the effect that all then existing policies should be cancelled, and new policies obtained under any amended conditions which might be mutually determined upon; but it was eventually decided to leave the matter over until the next period of renewal.

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### FIRE RISK.

I understand that in the year 1898, in compliance with a request by the then Mayor (Sir Matthew Harris, M.L.A.), a very valuable report, containing numerous pertinent and important suggestions, was made by Mr. W. D. Bear, Superintendent of Fire Brigades, on the fire risk of the Corporation properties, with special reference to the provision of suitable fire extinguishing appliances. A report on these suggestions was subsequently made and submitted by Mr. R. H. Brodrick, City Building Surveyor, in confirmation in their salient features, generally speaking, of the recommendations made by Mr. Bear, the exceptions being of a comparatively minor character. Having regard to the outlay which the carrying out of the recommendations would have entailed, I am informed that no action was taken to have the recommendations carried out. As the matter is one of importance, I recommend that the City Building Surveyor should again be instructed to report thereon, and if necessary to confer thereon with Mr. Webb, the Superintendent of Fire Brigades.

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## APPORTIONMENT OF RISKS.

A number of applications have been received asking for a share in the insurances effected by the Council. Amongst those who have made application may be mentioned the Sun Fire Insurance Company; The Phoenix Assurance Company, Limited; The Royal Exchange Assurance Company; Australian Alliance Assurance Company; Guardian Assurance Company, Limited; and the State Fire Insurance Company, Limited; and their respective applications will be submitted for consideration.

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## INSURANCE BROKER.

Questions have from time to time arisen during the past year as to the utility or necessity for appointing a Broker to conduct the business on behalf of the Council. Heretofore one Broker has had the whole of the business, and several members have suggested that such business should be divided by the appointment of additional Brokers, while others have entertained the view that the Companies' Brokers might be entrusted with the duties without having recourse to outside assistance, and others again incline to the view that the work could be advantageously performed by the Council's own staff. Seeing that there is no corresponding monetary advantage derivable by the Council in the event of the work being performed by the office staff, upon whom a considerable amount of extra work would in such case devolve, I fail to see why a change in this direction should be made, and I therefore recommend that the discharge of the duties should be left in the hands of a Broker or Brokers, should the Council so determine. It should, however, be clearly understood that all proposals, notices, policies, and subsequent endorsements thereon should in the first instance be submitted to the Town Clerk for approval and report if required, and the Town Clerk should be authorised to call for a report on the fire risks from the Broker or Brokers whenever deemed necessary.

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## FIRE CLAIMS.

In conclusion, I deem it right to direct attention to a very important letter which recently appeared in *The Times*, in relation to a question of much interest in connection with the practice adopted by some fire insurance companies when discharging claims.

In this letter it is stated that some Companies refuse to pay architect's fees incurred in the reinstatement of fire damage, notwithstanding that premium has been paid upon architect's fees, originally incurred as part of the cost of the building insured; that other fire insurance companies only pay such fees in cases where they have been separately mentioned and described in the policy; and, again, that other fire insurance companies always pay such fees whether or not they are described in the policy. Those who think they are insured against fire would do well, therefore, to inquire from their assurers how the matter stands in their own particular case, as otherwise, should a fire occur, they may find themselves uncovered to the amount of several hundreds of pounds in respect of their premises. For example, in the case of a building costing, say, £10,500, including architect's fees, and totally destroyed, the owner might find himself only able to recover £10,000,



and have to bear the loss himself (and) of the remaining £500, or, in the alternative, have to be satisfied with having an inferior class of work in the reinstatement of the premises—i.e., work performed at the will of a builder, without the direction and control of an architect, and there would, of course, be a similar result in case of a partial destruction of the premises, *pro rata*. This information is the result of enquiries made amongst some 18 or 20 of the principal fire insurance companies of the United Kingdom, which inquiries were suggested by the somewhat awkward position in which certain trustees found themselves placed.

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## MUNICIPAL FIRE INSURANCE.

The Finance Committee having requested me to embody my views and experience in connection with municipal insurance in this report as a fitting corollary to the particulars and observations made with regard to Fire Insurance generally, I have much pleasure in complying, as the ventilation of a subject of this character cannot fail to be productive of good. I am afraid, however, that an adequate and comprehensive report cannot be compressed into limited space, the subject being beset with many varying circumstances and diverse opinions. At the very outset I am conscientiously bound to premise that, whilst, as a public officer, the question has on many occasions come before me, and I have naturally taken great interest in its consideration, having approached it from time to time with a perfectly open mind without being influenced by prepossessions, or actuated by prejudice, I have hitherto refrained from giving my adhesion to a scheme which, in my judgment, appears to be commercially unsound in principle. I have been led to this conclusion owing to the speculative character of the proposal, placing it outside the pale of legitimate municipal activity, and to the risks attaching to such scheme being so great as to embrace the possibility of involving the municipalities concerned in financial disaster. I do not for one moment suggest that the question is not an important one, needing cool heads and sober judgment. On the contrary, it has in recent years become a very prominent plank in the platform of municipal economy, owing chiefly to the halo of specious plausibility and illuminating suggestion with which it has been invested by the London County Council, the Metropolitan Asylums Board, the Metropolitan Borough Councils, and a very limited number of municipal administrators and financial advisers in a few minor provincial boroughs in England. In this connection it is a significant fact that the great corporations of Birmingham, Leeds, Liverpool, or Manchester have not taken any pronounced step in the direction of municipal insurance. The only instances where I have been enabled to trace statutory powers having been obtained are Nottingham and Glasgow, under Acts of Parliament obtained in 1898. The London School Board and the Corporation of Bradford have formed fire insurance funds of their own, without the authority of Parliament having been obtained, and to which no objection has been taken by the Government auditors. While I do not advocate that the City Council should slavishly follow the example set by other municipalities, there are occasions when it is desirable and judicious not to embark in rash experiments but to be guided and influenced by the experience of others.

As a prelude to its consideration on the merits, I may say that the subject, according to those authorities, who appear to have made a special study of the question, appears to divide itself naturally into three distinct propositions, with a clear issue.

1. The insurance of municipal property by the municipal authority.
2. Compulsory insurance by the municipal authority of all properties comprised within the area embraced within its jurisdiction.
3. Combined municipal insurance.

Before making any comments or observations on these propositions, I think it right, in order that the Council may be fully conversant with the present position of the matter in England in its relation to municipalities to briefly recapitulate the proposals which have from time to time been made on the subject.

The London County Council, usually the pioneer in matters of this kind, has had the subject of municipal Fire Insurance under careful consideration on many occasions during the past decade. About seven years ago a special committee, consisting of representatives of the General Purposes Committee, Finance Committee, Fire Brigade Committee, and Corporate Property Committee, was appointed to consider and report on the desirableness, in view of the heavy and increasing cost of the Fire Brigade of the Council, of being empowered to establish a Fire Insurance Department and to issue policies covering the risks arising from fires in the County of London, as is now done by the various fire insurance companies, or as an alternative to levy an insurance rate. This special committee was not re-appointed when committees were re-constituted in March, 1895, but the Council referred it to the General Purposes Committee to consider and report on the desirableness of establishing a scheme for the mutual insurance of buildings in London used for municipal purposes. Although the subject was considered by the General Purposes Committee, no definite action was taken until 22nd May, 1900, when the subject was, on the recommendation of that committee, referred to the joint committee previously referred to. In order to expedite the business of the committee, a return had previously been prepared, showing the total amounts severally insured by the County Council, the London School Board, the Vestries and District Boards, Boards of Guardians, and other local authorities in London distinguishing the character of the risks, with a view to ascertaining whether the volume and nature of the business was such that the County Council could advantageously obtain powers to undertake to insure.

Under the terms of the arrangements arrived at in 1890, the whole of the County Council's property, with the exception of that under the control of the Asylums Committee and of a few leasehold properties in regard to which the County Council is bound by the covenants to insure in particular offices, is at the present time insured with the Phoenix Fire Office. The County Comptroller acts as agent, and the Council obtains the rebate of fifteen per cent. The Asylums are insured under the direction of the Asylums Committee with various offices, and the fifteen per cent. rebate is also obtained on these insurances.

The total amount for which the County Council's property was insured in July, 1900, was £3,034,927, and the net premiums paid—after deducting fifteen per cent. commission in the case of payments to the Phoenix Office—amounted to £3,150 19s. 10d. The average net premium paid—after deducting commission—works out therefore at 2s. 1d. per cent. During the fifteen years ended 31st March, 1900, the County Council, and its predecessor, the Metropolitan Board of Works, paid in net premiums a total sum of £15,051 3s. 7d., and received for fire losses £799 13s. 7d., that is to say only 5·3 per cent. of the net premium paid. Thus the actual loss as represented by the sum recovered was £5 6s. 8d., where the sum of £100 was paid in premiums. This is the customary

fallacious argument, viz., that for every sovereign the rate-payers have paid in premiums they have received but a small proportion back in payment of losses. The plea, as a matter of fact, suggests an air of disappointment, that the money paid in losses had been so infinitesimal, and that there has not been value received as consideration. It is a striking circumstance that no complaint is made as to the value of the security, there is no suggestion as to inadequacy in amount or of any delay in settlement of claims, but the fact that there has not been more money paid in losses than there have been losses to pay for, would seem to be the paradoxical but, nevertheless, acute dividing line between any speculative scheme of municipal experiment and the tried experience of insurance companies.

The experience of the County Council was found to be confirmed by that of other local bodies in London, particularly by the London School Board and the Metropolitan Asylums Board, and returns prepared by the Guardians and the late Vestries and District Boards of London of annual premiums paid in relation to fire losses, for a period of five years, showed that the fire risk thus measured stood at about ten per cent. of the premiums paid. In the result it appeared that the average premium paid on municipal property in London, which is insured to the extent of £12,000,000, was about 2s. 2d. per cent. gross, but, inasmuch as certain local authorities obtain a rebate of fifteen per cent. the net premiums worked out on the average to about 2s. per cent.

It appeared to the joint committee that they were quite justified from the foregoing figures, in assuming that the ordinary fire risk on such property was represented by a sum of under fifteen per cent. of the gross premiums paid, or say, fourpence per £100 insured. The comparative smallness of municipal fire risks is not surprising when the character of the buildings is borne in mind. Most of the buildings insured by the County Council are either isolated or adjacent to property of a non-hazardous risk. Such buildings as the County Council's working class dwellings are well calculated to resist fire. The asylums are well supplied with hydrants and other fire-extinguishing appliances. As far as could be learned from the published accounts of some forty fire insurance companies for the ten years, 1890-1900, it appeared that the average loss on all property insured by the companies in London and elsewhere amounted to about sixty per cent. of the premiums received.

As the result of a careful consideration of all the facts, the joint committee came to the conclusions (1) that it was desirable that the County Council should become its own insurer of its property against fire, and that the scheme formulated to give effect to this should be so drawn as to admit of all London local authorities entering into the scheme if and when they choose to do so; and (2) that the County Council might, with safety, offer a rebate of twenty-five per cent. from the current rates of premiums now charged by the tariff offices.

The following were the principal features of the scheme proposed:—

1. The London County Council may insure its property against fire by a scheme of municipal property insurance, and it shall be open to all the local authorities having jurisdiction within the administrative County of London to enter at any time they choose into the scheme.
2. The London County Council shall form an Insurance Fund in respect of its own property, and the property of such other local authorities in London as may elect to participate in the scheme.



3. There shall be paid into the Insurance Fund the premium on insurance, as hereinafter provided, and interest on accumulated funds. There shall be paid out of the fund (1) the cost of management, and (2) payments for loss by fire.
4. If the amount standing to the credit of the Insurance Fund at any time is insufficient to meet the liabilities of the fund, the County Council may, for the purpose of meeting such deficiency, raise moneys by means of the County rate, or, with the consent of the Treasury, borrow money from the Consolidated Loans Fund, repaying the same to the Consolidated Loans Fund with interest within a limited period, and the surplus moneys of the Insurance Fund shall be applied for such purpose.
5. All property shall be insured in respect of the ordinary municipal use for which such property is occupied, and whenever such property is used for other purposes, it shall be insured against the special risks, if any, of its occupation.
6. For the first five years the present tariff rates of premium paid to the companies (less a rebate of twenty-five per cent.) shall be charged upon every property brought into insurance.
7. After the first five years the premiums on all properties which have been insured for that period shall be revised from time to time in accordance with experience, regard being had to the necessity of keeping a reserve bearing a safe proportion to the total amount insured.
8. Policies of insurance shall be issued in respect of each property insured by means of the fund.
9. Scheme to receive sanction of Parliament, with special provision that insurance under the scheme shall be insurance within the meaning of covenants to insure.

The County Council adopted the proposal, and directed that the London local authorities should be communicated with, in order that their views as to the scheme might be ascertained. From letters received from most of the authorities, it appeared that, generally speaking, the County Council's proposals commended themselves to the local authorities.

The London County Council thereupon took the necessary steps to promote a Bill in Parliament which comprised some fifteen clauses providing for the establishment of a municipal fire insurance scheme which, had it been approved by Parliament, would have led to similar proposals being made by the other great municipalities of the country. The first of these clauses gave the Council power to establish a fire insurance fund "to meet the cost of making good any loss or damage by or in consequence of fire, of or to any property of the Council, whether buildings or tenements belonging or leased to them, or chattels or effects belonging to or on loan to or under the care, custody, or control of the Council; and for indemnifying any such other Corporation body or authority as shall, under, and by virtue of the powers by this Act conferred upon them and the provisions of any scheme, participate in the scheme of insurance by this Act, authorised (in this Act called a 'participating authority') in respect of any loss or damage by fire of or to any property of such Corporation body or authority, whether buildings or tenements belonging to or leased to them, or chattels or effects belonging to



or on loan to them, or under their care, custody, or control respectively. Such property as shall at the time of loss or damage be insured in the Fund is in this Act referred to as 'insured property.' "

The outlines of the scheme are given in the next clause. Power was asked for the Council to determine the nature of the risks, the rates of premium in respect of any class of insurance, and the variation of such premiums from time to time; the form of policy, the proofs of claim, and the cessation or diminution of contributions "when the fund, or the value of the investments for the time being representing the same, amounts to such a sum as the said scheme may prescribe, or at any other time to be ascertained in manner provided by the said scheme."

Another point of the scheme was that "payments for insurance might be in the nature of annual or periodical payments, or of payments in gross by way of composition for any fixed period instead of annual or periodical payments."

The next section gave powers to any existing body or body hereafter created to participate in this fund where such body has an insurable interest in any property in the County of London.

A subsequent clause prescribed the funds out of which premiums could be paid. It was provided that such sums might be paid out of the local poor rate, or levied as part of the general county rate. If the participating authority was not a rating authority, then it would have power to pay the premiums out of the money which it had in hand. The next clause prohibited a preferential rate of premium, and prescribed that the rates shall be equal, "having regard to the nature of the risk insured against and of the property insured." The Bill, of course, provided that only actual damage or loss shall be paid out of the fund, but in the event of any dispute arising as to the amount it had to be referred to arbitration.

The next important point in the proposals was that relating to the position of the Council if a bigger sum was needed to pay losses than existed in the Council's fund. The clause relating to this provided that if at any time the fund was insufficient to make good the amount, the Council might create and issue Consolidated Stock or resort to the Consolidated Loans Fund, or otherwise raise money, as might be approved by the Treasury. The Bill then proposed that the Council should make provision out of the fund for the redemption of the stock, or the repayment of the money borrowed within thirty years.

The fund had to be made up by the payment into it of all premiums and interest on investments of the fund; the proceeds of any money borrowed to make good deficiencies; and the fund would only be applied in paying the expenses of working and management, paying out losses, interest on money borrowed, and in providing a reserve fund by investment of sums in trustee stock. If the deficiency resulted in the borrowing of such a large sum of money that the premiums were insufficient to meet the annual charge for interest and repayment on the loans, or the Treasury refused its sanction to a loan to meet the deficiency, which was highly probable, the Bill provided that the special contributions made by the participating authorities shall be repaid. The Bill further provided that any participating authority might insure partly in the County Council's fund and partly in a company if they choose, and the County Council was also to be at liberty to re-insure with companies the whole or any part of a risk, and pay the premiums out of the fund.

Finally, provision was made for a subsequent variation of the scheme without the necessity of remodelling the clauses relating to the present one.

In the second reading, as might have been anticipated, with a House of Commons as at present constituted, very considerable opposition was encountered, and in order to secure the passing of other parts of the Bill which contained important provisions, it became necessary to withdraw the clauses. The County Council has not allowed the matter to lie quiescent, but has repeatedly had it under consideration, but, hitherto, no definite action has been taken.

Commenting on this Bill at the annual meeting of the Phoenix Insurance Company, the Chairman, Lord Avebury (formerly Sir John Lubbock), informed those present that the London County Council introduced fire business into their Bill last year, but it had very wisely been dropped, and that he did not think fire business was exactly the one for municipalities to enter into at the present time; the actual profit was only one per cent. on the gross risks, in view of the great competition, so that there was not very much encouragement to municipalities engaged in enterprises of that kind. Whilst differing generally with the views of Lord Avebury on the general question of the municipalisation of certain services, a much stronger expression of opinion on the subject of municipal insurance, from such a financial authority as his Lordship, would have been cordially welcomed. "At the present time" is an absurd misleading suggestion to those who dream that a socialistic scheme of Municipal Fire Insurance will be some day a realised fact. Lord Avebury possesses ample knowledge of the fallacy of the scheme, he has the financial experience that must point out the absurdity of the dream of the socialistic promoters, and more, he has the unlimited confidence of the public in his judgment in a financial matter of this kind.

The Royal Borough of Kensington whilst agreeing to the principle of the scheme promoted by the London County Council, considers it essential that the insurance fund should be kept entirely distinct from the rest of the County funds, that it should be invested in trustee securities, and that the accounts of the fund should be audited by professional auditors and not by the District Auditor of the Local Government Board; also, that, whilst the current administration and management of the fund and of the scheme in general rest entirely with the County Council, a full abstract of the accounts, together with a report on the working of the fund for each year, should be duly laid before a meeting consisting of representatives of each of the bodies holding policies under the scheme. These suggestions, which are of an eminently practical character, are likely to be received with favour by the County Council. Meanwhile, it may be noted as a sign of the times by those interested in fire insurance, that a deputation of influential city merchants has petitioned the Corporation of London to take into consideration the municipal insurance of all buildings in the City. This, it must be admitted is an exceptionally large order, but the mere fact that a committee will investigate the question tends to show that a spirit of unrest exists amongst insurers.

In addition to the London County Council and the Corporation of the City of London, the Metropolitan Asylums Board and the local Metropolitan Borough Councils have from time to time manifested considerable interest in the question. The Vestry of Battersea suggested in 1899 that the County Council should call a conference of metropolitan local authorities to discuss the question of a combination of local authorities to form a mutual insurance society, or, as an alternative, the London County Council undertaking municipal insurance. In the summer of 1900, the Vestry of Shoreditch convened a conference of metropolitan local authorities to discuss the subject of municipal insurance of municipal property. As Clerk to the Vestry of the Parish of

St. George, Hanover Square, I had to take official cognizance of this conference, and could not fail to notice the accuracy and precision with which the old stock arguments and presumed remedies were paraded, made much of, and which undoubtedly exercised considerable influence upon many whose boundary of vision was extremely limited.

This conference was well attended, and eventually the following resolution was passed:—"That having regard to the large and increasing amounts now paid by central and local authorities in London in insuring municipal property, and the small sums received in respect of losses, this conference is of opinion that it is desirable that a system of mutual insurance should be adopted in order to secure for the ratepayers the benefits of this class of insurance." Subsequently a draft scheme was prepared by the delegates appointed by the conference, which was looked upon as an ambitious effort to establish a municipal insurance system without resort to Parliament for powers. Briefly stated, its features comprise the pooling of insurance premiums by municipal bodies, and the payment out of the common fund thus established, of losses. It was proposed that the Board of Management should consist of an executive committee embracing representatives from all the subscribing authorities, and that this body in its turn should appoint five trustees with instructions to execute a deed of trust controlling the disposal and holding of the fund, and to issue policies on terms to be settled by the insuring bodies. Insurances are to be for five years certain, and the first year's premiums are to be taken at the current office rates, paid by the insuring authority, and on the conditions of the existing policy. In order to keep expenses low professional valuers are only to be engaged to assess losses and new or extended risks. On paper the scheme seems feasible, but whether it will be workable or not is another question. The important question of the cost of management for one thing has to be ascertained by practical experience. Very possibly it will be found to be considerably larger than has been estimated for. Another point which has to be faced is the possibility of a great fire in the infancy of the scheme, as it is easy to conceive that a conflagration might occur which would play havoc with any funds that the mutual municipal alliance might accumulate during many years. The recent terrible conflagration at Colney Hatch Asylum is a case in point.

The scheme finally settled by the Shoreditch Conference is as follows:—

1. That the insuring authorities shall pay premiums for all fire insurances under their control into a common fund to be managed and controlled by an executive committee, upon which each authority insuring shall be represented, such committee to appoint five trustees, who shall execute a trust deed controlling the holding and disposal of such fund and in whose names such fund shall be banked and invested, and who shall issue policies to the insuring bodies on terms to be settled by the executive committee.
2. The first year's premiums shall be taken at the current office rates paid by such insuring authority and on the conditions of the existing policies, the second and subsequent year's premiums to be decreased or increased at the discretion of the executive committee according to any losses by fire sustained.
3. Any authority insuring any property after the first year shall pay premiums in respect of such property at the same rate as they would have done if they had insured such property from the commencement.



4. Should the committee deem it wise to re-insure or underwrite any of the risks accepted, they shall have power at their discretion.
5. The insuring authorities shall be required to continue their insurances under this scheme for at least five years.
6. That to keep expenses as low as possible, all present insurances shall be taken over on the terms of the existing policies without a new valuation, and professional valuers shall be only engaged to assess losses and new or extended risks.
7. That the Committee shall be authorised in their discretion to admit to the scheme any municipal or local authority in the United Kingdom.
8. Any doubt, dispute, or difference arising between the trustees, the executive committee, and the insuring bodies, shall be settled by an arbitrator to be appointed by the London Chamber of Arbitration.

It may be stated that this scheme has been submitted to the most eminent local government counsel at the bar, viz., Mr. Alexander MacMorran, K.C., and he has given an opinion that the scheme can be legally entered into without, in the first instance, obtaining Parliamentary powers so that any opposition from Insurance Companies will not affect it. Again, a leading conveyancing counsel, who has recently settled a similar mutual scheme for colliery proprietors in the north of England, has drafted a policy of insurance and articles and memorandum of association for the new scheme.

On this scheme the joint committee could not advise the County Council to join in the proposals emanating from the Shoreditch Conference as the draft scheme contained certain points to which they thought objection might reasonably be taken; the principal being—(1), The proposed constitution of the Committee to manage the business, and (2), the obligation on insuring authorities to continue their insurance under the scheme for at least five years.

At the annual meeting of the Incorporated Institute of Municipal Treasurers and Accountants held last year, the Borough Accountant of Eastbourne, Sussex, read an excellent paper on the subject, but the views expressed were not received with general approval, the view of the writer of the paper whilst admitting the difficulties hereinafter mentioned being in favour of combined municipal insurance. The most notable example of progress is that of the Bradford City Council, which commenced an insurance fund by setting aside £5,000 a year out of water profits and in four years £20,000 has been accumulated.

On the general merits of the question having regard to the three propositions previously submitted, it may be observed that the fundamental principle governing insurance—the spreading of risks among a large number of insurers—has, of course, nothing to do with municipal insurance *per se*. It is argued in some quarters, appropriately and with reason, that if the insurances of municipal property by municipal authority could be made by Act of Parliament to extend to all municipal buildings throughout the Commonwealth or the State, then the risk might perchance partake of the ideal. This would certainly be an example of mutual insurance where the policy-holders are themselves the proprietors, and where the principal object of such a combination would be rather the protection of its members against loss than any acquisition of profit. On a well devised joint scheme with an extended area of risk such a proposal might be worked, and the risks might be sufficiently diffused; but I am not by any means in favour even of this course, on



account of the uncertainty and speculative character of those very risks, and unanimity with regard to the operations of such a scheme can only be looked for in an Utopian era. Without managerial experience, without training, without organisation, and devoid of all practical knowledge, a scheme of this character could not be expected to succeed.

With regard to compulsory insurance by the municipal authority of all properties within its area, as has been suggested in certain towns in England, to my mind the very idea is preposterously ridiculous in the simplicity which characterises the suggestion. It has been admitted that the enormous difficulties which present themselves in the way of obtaining the necessary statutory authority to carry out the business of fire insurance for the whole of the property within a City or Borough can scarcely be estimated, and are indeed an effectual bar to attaining the desired end. It has, moreover, been frankly acknowledged that it would in effect be worse than useless for any single Corporation to attempt to procure such drastic powers. In the practically impossible event of any Corporation being sufficiently powerful and politically influential to induce Parliament, when in a more than ordinarily complaisant mood, to sanction the promulgation of such a fallacious scheme, is it for one moment probable that responsible lessees of property who are under covenant by agreement or deed to insure to the full insurable value in an office of repute, affording unquestionable security, and approved by the owner of the premises, as such lessees frequently are, the landlord will surrender the ample protection he now enjoys by reason of the property being insured in an office of undoubted financial ability and strength and ably administered, under the best of managerial experience and the thorough working of a well organised and equipped staff, for a scheme of a purely speculative character introduced and worked as a municipal undertaking without initiatory capital or accumulated reserve. The same observations apply with equal force to the proposal of a combined municipal insurance which has for its primary object an amalgamation of towns in immediate proximity to each other for the common advantage. In this respect even its advocates have suggested the possibility of necessity arising whereby the levying of a fire rate to cover the actual losses and expenses of administration would be justified, and further, that it is not outside the range of possibility that should a serious loss arise, Parliament might be induced to grant power to borrow, or if not, the margin between the rate required under a combined municipal scheme and the insurance premiums at present paid is so great that there would be no difficulty in meeting even a substantial loss. To this I certainly cannot subscribe. Indeed, to my mind a more puerile and futile scheme, absolutely chimerical in idea, has never been devised or contemplated. Presuming that Parliament could be induced to give sanction to such a scheme, it is a proper question to ask where is the capital to come from to permit of the security suggested to be offered by municipalities to their policy holders? Certainly not from accumulated premiums at compound interest, as I shall show hereafter in the case of Sydney. If the capital has to be raised under the provisions of statutory borrowing powers, the necessarily increased rates required to discharge the liabilities with regard to interest on the borrowed capital will certainly become an equal, if not a greater, burden to the individual ratepayer to the presumed decrease of premium rates. This being so, where does the benefit accrue to the citizen and the taxpayer? The promoters of the idea, working no doubt with the very best intentions and motives, and no doubt believing in the practicability of their scheme, have only to study the history of the offices established to cut the tariff rates to find an object lesson which ought to scare them from the folly appurtenant to such a scheme.

In connection with our local circumstances there is no gainsaying the fact which must be patent to all who have studied the question that at the present time the City Council is undoubtedly the creature and the victim of circumstances, and according to the high rates of insurance imposed under the tariff regulations of the Fire Underwriters' Association when compared with those in operation in London, where the risks are undeniably great, is apparently being victimised—I am unable to use a milder expression in this connection—to a very large extent, consequently, while I am decidedly adverse to the principle of municipal insurance, I do not by any means seek to justify what in the absence of explanation must be regarded as high-handed proceedings on the part of the Fire Underwriters' Association. Might is not always right. For purposes of comparison I have to quote the London County Council. The total amount of property insured by that body was £3,034,927, and the net premiums paid amounted to £3,150 19s. 10d., the average net premium working out at 2s. 1d. per cent. Now, what are the facts with regard to the insurances effected by the City Council of Sydney under existing conditions. The total amount covered by insurance at the present time is £205,225, the aggregate annual premium payable being £695 11s. 5d., the average premium working out at 6s. 9½d. per cent. compared with 2s. 1d. per cent. in London, an increase of 4s. 8½d. per cent., an increase so out of proportion to the risks involved as to be almost beyond comparison in its incidence. Eliminating the goods and passenger lifts risks at the Queen Victoria Markets Buildings, which do not properly come within the calculation, the total amount covered by insurance would be £202,225, and the premiums payable thereon £659 6s. 5d., the average premium on this basis working out at 6s. 6d. per cent., compared with 2s. 1d. per cent. in London, or an increase of 5s. 5d. per cent. Again, as it may be argued that plate glass ought not to be included in the amount taken as the basis of calculation, I therefore, deduct a further sum of £6,075 from the total amount covered by insurance, which reduces the amount to £196,150, and the annual premium payable to £604 1s. 5d. The average premium on this amount works out at 6s. 1d. per cent., compared with 2s. 1d. in London, or an increase of 4s. per cent. Figures like these need no comment, they speak for themselves, and inculcate a lesson far beyond argument or deduction. Having regard, therefore, to these facts, which present the position in the most favourable light as regards the Fire Underwriters' Association, the suggestion in favour of municipal insurance is not a matter for surprise. But even to escape the imposition of the enormous premiums demanded by the Fire Underwriters' Association, I cannot see my way to advocate municipal insurance. The Aldermen constituting the City Council are in the position of trustees for the citizens, and as such it is their duty to properly protect the property of the citizens, and not be tempted to indulge in a rash socialistic experiment, interfering with established and financially strong commercial organisations—an experiment which cannot possibly be of benefit to the community.

Fire insurance as it exists in Great Britain, and as it is understood I am sure in Australia to-day, was founded, financed, and eventually placed in a sound substantial position of security by the great merchant princes of the nation, and it may be assumed that they would be personally concerned in seeing that in the fundamental principles underlying its constitution it was commercially solid and financially sound. The financial and commercial instincts of the nation are the same to-day as they were two hundred years ago, though the rush with regard to profit making and profit sharing may be greater and keener, and fire insurance to-day is ruled and regulated in just the same way as it was

when originally founded. For co-operative security the merchant princes and their successors, as the result of watchful observation and experience, combined to provide that a member of the community who paid his equitable share should be properly indemnified from the subscribed invested funds for the amount of his loss. In those originating days there was no idea of making a profit, but the theory was mutually understood that if a man built a mansion in proximity to an oil warehouse his risk for indemnity would require a higher subscription to the common indemnity fund that it would have done had he built that mansion in a field where there was no adjacent risk exposing.

An approximate law of average has only been ascertained after experience and observations extending over two hundred years, and this approximate law of average actually depends for its profit-making powers very largely on the wisdom displayed by its surveyors and the luck attending the neighbours on the adjoining and exposing risks. In considering municipal insurance it must however be understood that fire insurance, like every other class of indemnity secured by a combination of units against hazard, is not under such conditions a mere game of chance as some erroneously imagine. As already stated by inference the charges to secure the indemnity required, are presumably based on technical experience, and an experience of each class of hazard or risk covered against loss. Indeed, the whole thing lies in a nutshell, and there is no getting away from what has been tersely described as the potential certainty of the finality of average, and whilst in Sydney enormous premiums are being paid, compared with other parts of the Empire, I must state in justice to the Insurance Companies of Great Britain that it is a well-known fact that it is a serious question before the great fire offices to what extent must they increase their premiums to make things balance. This is the important question that is perplexing the minds of some of the greatest fire underwriters of the age, and notwithstanding this the London County Council and the Metropolitan Borough Councils of London are complaining that the London rates are too high at an average rate of 2s. 1d. per cent., when experience in Great Britain is daily showing that "on the average" the dominating factor in insurance they are too low.

Considerable emphasis has been laid upon the dividends that have been paid to the shareholders or proprietors of fire offices. I hold no brief for the fire offices, and am not interested in any one of them, directly or indirectly, but I may be permitted to point out that the fact is conveniently ignored that these same shareholders and proprietors have risked their capital to provide security and indemnity for their customers, and that at least ninety per cent. of the dividends they have received during the last quarter of a century has arisen entirely from the interest received from the funds in which that capital is invested. It is of interest to note in relation to the question at issue, that with all the two hundred years accumulated experience, with all the technical experience of surveyors, specially selected, who only attain to their responsible posts after a long and arduous preliminary practical training to advise the responsible managers of fire offices, the last ten years' record shows that the fire offices of the United Kingdom have only made an average trading profit of under six per cent., or to be exact 5.95 per cent. per annum. It is no secret that for several years past British fire offices have not been doing well; loss ratios have been unusually heavy, and the margin of profit has, in most cases, been exceedingly small, while in some instances trading has resulted in actual loss. According to the latest published returns there are twenty-four British fire companies which have a premium in excess of £100,000. Their aggregate premium income for the year was a little over



£19,000,000. The losses were upwards of £12,000,000, or an average of 63·21 per cent., while expenses aggregated nearly £6,500,000, or a ratio of 33·89 per cent., leaving a profit of under 3 per cent. without any increase in unexpired risks. Six of these companies, that is 25 per cent. of the whole, showed losses on the year's trading. Investigation clearly shows, and the manipulation of figures and the quotation of isolated instances cannot alter the recorded facts, that for twenty years the average trading profits of the total fire offices have been under 6 per cent. per annum, and that many most excellently managed, and presumably wealthy, offices have been obliged to quit the field owing to the increasing ratio of losses. Again, from another source, I gather that forty-four British fire offices give the following working results:—Premium Income, £20,440,276; Losses, £12,302,813; Expenses, £6,992,767; Paid-up Capital, £8,131,706; Funds, exclusive of Capital, £30,332,839. The losses amount to 60·19 per cent. of the premiums, and the expenses to 34·27 per cent., making together 94·46 per cent. of the premiums. In the previous year the losses were 62·30 per cent., and expenses 34·39 per cent., together 96·69 per cent. of the premiums. Comment on these figures, which afford an object lesson in their relation to municipal insurance, would be superfluous. The idea of saving the payment of premiums appears to possess an indescribable fascination for some public bodies, who are too apt and too prone to jump at conclusions, and to point to comparatively short and limited records, and to ignore the risk of heavy loss from even one single conflagration, and in addition to that no municipal authority could attempt to deal efficiently with that persistent leak-hole, "the moral hazard." The principle involved is, however, of much more importance than the actual premium figures. The premiums at present paid by the City Council are undoubtedly far too high, nay, they are excessive, and from information available do not appear to be justified by the law of averages obtaining in Great Britain, and in England it is contended by the Insurance Companies that the rates ought to be increased by 7½ per cent. But with regard to the principle it may very properly be asked, Will the City Council be justified in undertaking the responsibility in running the heavy risk which will be incurred for the sake of what is at best a small annual saving? The necessary safeguard which, without exception, is insisted upon by all insurance companies, and in which the latent strength of the companies lies, is that the risks should be spread over as extensive an area as possible, is entirely lacking in a scheme for the insurance of municipal property. Therefore, to answer the question just propounded in the affirmative, seems to me utterly to ignore the great fundamental principle of insurance—the spreading of risks among a large number of insurers. The vital point to be considered is whether the Council's property is sufficiently large for the doctrine of averages to have even reasonable play. There can hardly be a doubt that such is not the case. The abnormal premiums now paid, even taking passenger lift risks into consideration, is £700 a year. This sum, invested at 3 per cent. compound interest for a period of ten years, would amount to £8,025, whilst at the end of fifteen years it would amount to £13,019, and at the end of twenty-five years to £25,521. If invested at 4 per cent. compound interest for a period of ten years it would amount to £8,404, whilst at the end of fifteen years it would amount to £14,017, and at the end of twenty-five years to £29,152. The property covered by the insurance amounts to £205,000. A single serious fire might involve the citizens in heavy expenditure, which it would take many years of accumulated premiums to make up. In this connection, even more than in any other, it is, in the words of the Earl of Beaconsfield, the unexpected that happens, and a conflagra-



tion involving the destruction of property, worth, say, £20,000, equivalent to ten per cent. of the value of the property now insured, is a contingency which clearly ought to be provided for, and I must acknowledge that I altogether fail to see that the Council is justified in incurring such a tremendously grave risk for the sake of a few hundreds a year.

May I venture at this point to apply the matter personally. Assuming for the sake of argument that the assets now insured, amounting in the aggregate of insured value to £205,000, belonged to any individual member of the Council. Would that member of the Council, as owner of those assets, feel himself justified if he allowed this vast property to remain uninsured and unprotected for the sake of saving the premiums? It is within my own personal knowledge that nearly three years ago the Finance Committee of the Metropolitan Asylums Board was instructed to report as to whether the managers should become their own insurers, and in February, 1901, that body appeared to have caught the contagion of municipal insurance in a mild and irresolute, but nevertheless dangerous, form, seeing that a warm representation was presented to that effect, except as regards such special properties as the managers were under covenant or agreement to insure. I remember that a communication with regard to the matter was made to the Local Government Board, and in reply the Permanent Secretary, Sir S. B. Provis, K.C.B., expressed the opinion that such a change in the practice as that recommended by the Finance Committee was inexpedient. It was explicitly stated that in the opinion of the Local Government Board the managers are in the position of trustees of public property and that they should not neglect the usual and proper precaution of insuring against damage or destruction by fire, and in this view the great leading municipalities concur. In spite of this warning, however, and of an equally forcible expression of opinion from eminent counsel specially consulted, the Asylums Board actually allowed policies to lapse on all but the special buildings previously referred to. Wiser counsels subsequently prevailed, and the Finance Committee reported that they thought it advisable that powers should be sought by means of a Public General Bill, to be promoted by the Local Government Board if possible, to form and maintain an insurance fund, and that in the meantime, pending the obtaining of statutory powers, the present insurances should be continued, but that when statutory powers have been obtained, the Asylums Board should abstain from insuring their properties with the public fire insurance companies, with the exception of such special properties as they are required by any covenant or agreement with any other persons to insure, and of such other properties as they may from time to time, on the recommendation of the Finance Committee, determine to insure, the last clause being a wise reservation, as by its operations the most risky properties can always be effectively insured. It is interesting to note, in view of the retrogressive step taken by the Metropolitan Asylums Board, that only a few months ago fires at the Orchard Hospital and at the hospital ship "Endymion" involved claims of nearly as much as the premiums expenditure on the whole of the properties belonging to the Board when they were fully insured, to say nothing of the recent destruction of Colney Hatch Asylum. Other municipal instances are equally pertinent and instructive, notwithstanding the fact that in many cases the fire brigade is housed in close proximity to municipal buildings, and also that every precaution is taken against fire that science and skill can devise and suggest and money procure; yet with all these precautions the experience of West Ham with regard to its technical institute, and Birkenhead with regard to its municipal offices, fully demonstrates that occa-

sionally fires of a most disastrous character have occurred even to municipal buildings assumed to be practically fireproof in many respects.

But with all these warnings the Metropolitan Asylums Board have not yet fully made up their mind as to the action to be taken. Their property is now valued at £4,133,753. In view of the decision of the Board to abstain from insuring their properties with the public fire insurance companies, with the exception of such properties as they were required by any covenant or agreement with any persons to insure, and of such other properties as they might on the recommendation of the Finance Committee determine to insure, the Board only insured the buildings mostly of a risky character to the extent of £570,000, for which they were compelled to pay an annual premium of £1,685. In consequence of their keeping back the best risks and insuring the worst, the premiums rate went up from 2s. 1½d. per cent. to 5s. 9¾d. per cent. The Board has thus left on their hands property uninsured to the extent of £2,368,557, which in a few months will be increased to £3,568,557. The Finance Committee under the reference previously mentioned have recently submitted a report to the Board containing the most favourable terms on which the insurances can be effected, from which it appears that the Westminster Fire Office had offered to insure the whole of the Board's property, valued at £4,133,753, at an annual premium of £3,869 10s. 3d., which, it will be seen, is a little more than twice the amount the Board was paying for the insurance of £570,000. The rate now quoted is 1s. 10½d. per cent., compared with 6s. 1d. in Sydney under the most favourable conditions now existing. It is interesting to note that the average clause has not for several years been inserted in any of the Boards policies, neither have buildings been insured to their full value, but to their reinstatement value, approximately two-thirds of the full amount. Notwithstanding the favourable offer submitted the Board decided to postpone its decision, although it may now be taken for granted that the Colney Hatch Asylum disaster will rapidly bring matters to a climax, and that *not* in favour of municipal insurance.

Having regard therefore to the circumstances and conditions submitted, and to the important fact that aldermen are trustees for the citizens, I cannot recommend the Council to embark on a scheme of municipal insurance especially when the scheme itself is merely in an experimental stage and possesses no adequate safeguard commensurate with the responsible nature of the risks involved.

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### GUARANTEE POLICIES.

The question of the security for faithful fulfilment of fiduciary trusts is an ever present question of importance to members of public bodies. In the case of official positions the idea of personal security has practically vanished altogether from consideration, and the bonds of companies, societies, etc., looked for instead. That this is altogether an improvement is unquestionable; it is better for the secured, since he is under no sort of obligation to friends or relatives, and it is infinitely better for the holders of the securing bond. The company to be selected should possess the strongest credentials, not only as to its financial stability, but also as to its methods and systems of business, its promptitude in execution and settlement of claims, with short and con-

cise policies free from vexatious or unduly restrictive conditions. The schedule bond under which an employer can cover the security of all employees in one, with one document having the corresponding advantage and convenience of having only one premium to pay, is the one preferred and most generally adopted, and is the bond in operation under the Council.

The guarantee policies at present in operation against loss occasioned by criminal fraud or criminal dishonesty on the part of certain employees of the Council are as follows:—

Name.	Appointment.	Amount Guaranteed.
		£
Thomas H. Nesbitt ...	Town Clerk ... ..	1,000
William G. Layton ...	Chief Clerk ... ..	250
Percy S. Dawson ...	City Solicitor ... ..	1,000
Samuel H. Solomon ...	City Treasurer ... ..	1,000
J. Neale Breden ...	Superintendent of Assets ... ..	250
E. Johnson ...	Paymaster ... ..	500
R. G. Robertson ...	Cashier ... ..	1,000
W. R. Croker ...	Chief Rate Notice Server ... ..	200
F. W. Baird ...	Rate Notice Server and Assistant Cashier ... ..	250
J. W. Milne ...	Rate Notice Server ... ..	100
S. Bray ...	Rate Notice Server ... ..	100
M. A. Bowden ...	Rate Notice Server ... ..	100
J. Geoghegan ...	Rate Notice Server ... ..	100
A. Jones ...	Rate Notice Server ... ..	100
Hugh Gordon ...	Inspector, Cattle Sale Yards ... ..	200
G. Weldon ...	Inspector, Small Stock Yards ... ..	150
W. J. Plunkett ...	Clerk, Queen Victoria Markets ... ..	450
Thomas Lutton ...	Clerk, Belmore Markets ... ..	200
James Barry ...	Fishmarkets Inspector ... ..	150
J. Stewart ...	Collector, &c. ... ..	150
H. Geary ...	Hawkers' Inspector ... ..	50
J. J. O'Brien ...	Hawkers' Inspector ... ..	50
H. Hellings ...	Caretaker, Pymont Baths ... ..	100
John Barry ...	Warrant Officer ... ..	50
		<hr/> £27,500

The annual premium payable is £28 2s. 6d., being at the rate of 7s. 6d. per cent., which, all things considered, will bear favourable comparison with premiums payable in England on a collective policy where the risks vary according to the nature of the employment of the officer guaranteed.

The Guarantee according to the covenant in the policy which is effected with the Victoria General Insurance and Guarantee Company, Limited, is against loss occasioned by criminal fraud or criminal dishonesty of the employees named in the schedule or any of them, or any person other than the persons named in such schedule occupying any of such offices for the time being with the consent of the said Company in or arising out of his said employment. The reimbursement provided is to be made within three calendar months next after proof shall be given to the satisfaction of the Directors of the Company of the occurrence of the loss, and the proof thereof to include, if the said Directors shall so require, an affidavit or Statutory Declaration, to be made or taken by the person or persons for the time being entitled to the benefit of the Guarantee, to the effect that he or they hath or have been actually defrauded, by the said employees, to the full amount claimed as



set forth in the schedule, and that the contract created under the proposal hath been performed and observed on the part of the assured.

No copies of the proposals and Employer's reports thereon being available, I obtained copies from the Secretary of the Guaranteeing Company. On perusal, I find that the most important questions in the Employer's reports are the following:—

1. The nature of the intended duties and responsibilities of the officer to be guaranteed.
2. The amount which it is likely will at any time be entrusted to the custody of the officer, and the probable period of its retention by him.
3. The checks which will be used to secure accuracy in his accounts, and when, and how often will they be balanced and closed.

The replies to Question 1 vary according to the position and duties of the officer. The same observation applies to Question 2, and for present purposes it is not necessary to furnish replies in detail. In reply to Question 3, the responsibility of checking appears to be divided between the General Auditor, who is practically responsible in all cases excepting the City Treasurer, Cashier, and the Rate Notice Servers and Collectors. The City Treasurer is "subject to the usual check of Audit." The Cashier's accounts and the accounts of the Rate Notice Servers and Collectors, with one exception, are to be "checked daily by Rate Ledger Keeper." In the case excepted the "receipts on counterfoils from Treasury are to be checked by General Auditor." In other cases the counterfoils of receipt books are to be checked daily, weekly or monthly as stated, and balanced with the returns made to the Treasury; whilst in the case of the Warrant Officer it is stated "monthly returns are furnished to the Central Police Court." On calling for reports from the City Treasurer and General Auditor, I have received certificates that the obligations imposed, under the Employer's Reports, are regularly carried out in their entirety, and additional checks are made from time to time.

It will scarcely be necessary, I take it, to emphasise this important point, viz., that the Council must rigidly observe the conditions upon which the contract of insurance was entered into. For example, where an insurance company guaranteed employers against embezzlement by a servant, and in the proposal, which formed the basis of the contract, the employers stated that they would observe certain specified checks in settling their accounts, they neglected to do this, though acting in good faith, and failed to recover under the guarantee (*Haworth v. Sickness and Accident Assurance Association*, 28 Sco., L. Rep., 394; *Sulphite Pulp Company v. Faber*, 11 Times, L. Rep., 547). It is therefore of the greatest consequence that as the statement by the employer as to the method and times of examining the accounts of the principal or person employed, amounts to a representation of the course of business intended to be pursued, its provisions must be so complied with and the practice of examination must continue as stated, and any change or departure therefrom, no matter how slight, must be notified and assented to, or waived by the Guarantee Society, and, if waived, endorsed on the policy. In the event of a material change being made without the assent of the Guaranteeing Company the policy, according to numerous legal decisions and established precedents, will be invalidated and thus rendered void and of no effect.



As regards the policy proper the most important conditions are as follows :—

1. Any fraudulent misstatement or suppression by the assured or the employer renders the policy void.
2. To give notice to the Company immediately upon discovering or receiving notice of any default or defalcation by the employed, otherwise the policy will be void.
3. To forward to the Company a written statement of particulars of claim within ten days after discovery or receiving notice of default or defalcation on the part of the employed, otherwise the policy will be void.
4. The limitation as to recovery of such losses as may have been incurred within a period of twelve months previous to the date of written notice of claim.
5. To give notice to the Company of anything making the actual facts to differ from the particular statements made in the proposal, and to obtain the consent of the Company to be expressed by endorsement on the policy, otherwise the policy will be void.
6. The right to make a claim to cease after the expiration of three calendar months from the date of the expiry of the policy.
7. The right to make a claim in respect of any one employee to cease after the expiration of three calendar months from the date of such employee leaving the service.
8. To give notice of any change of employment on the part of any employee, and to obtain the consent of the Company to be expressed by endorsement on the policy, otherwise the policy will be void.
9. The right to make a claim in respect of any employee to cease three months after the death of such employee.
10. The Council to dismiss and discharge an employee in respect of whom any claim may be made.
11. The Council to forthwith prosecute criminally the employee for the act or acts in respect of which the claim is made, the Company paying all authorised expenses over and above such as may be necessarily incurred by the assured in an ordinary prosecution in respect of such criminal offence.
12. The Council to aid the Company by every means in its power to recover from the employee all moneys which may be paid under the policy.
13. The annual premium payable for renewal to be paid within thirty days from the day on which it falls due.
14. Receipts of Trustee to be effectual and final discharge to the Company.
15. Official receipts for premiums payable only to be admitted as valid.

The Council will recognise that certain of these conditions are preliminary and precedent whilst others are not.

The condition that the employer shall give assistance to enable the Company to obtain reimbursement from the employed cannot be precedent to the obligation of the Company to pay, since the Company cannot be entitled to reimburse until it has either paid or become liable to pay. (*London Guarantee Society v. Fearnely*, 5. App. Cas. 916, 43 L.T. 390.)

The conditions generally speaking are the usual conditions, though the periods vary to some extent compared with conditions operating in England. For instance six months ought to be inserted in all cases where three months is stated—the longer period being necessary so as to cover the period of official audit.

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### TAXATION OF LAND VALUES.

In January, 1901, the Council, at the instance of Alderman Lane Mullins, without dissent passed the following resolution: "That this Council affirms, with a view to having it introduced at an early opportunity in a Bill to Parliament, the principle of rating property on its ground value in preference to the present system of assessment on the basis of rental receivable."

On consideration of the draft clauses inserted in the Sydney Corporation Amendment Bill, agreeably to Council's instructions, the Council decided after a lengthy discussion to strike out all clauses referring to the rating of unimproved land values and to adhere to the existing system of assessment according to the fair average annual value of property liable to be rated.

The subject of the taxation of land values is one which is becoming of greater and more pressing importance year by year, and municipalities are everywhere awakening to the responsibilities devolving upon them in connection therewith. In England, and in London more particularly, much interest has been manifested in the subject, the London County Council some years ago having ordered an inquiry as to the best means of ascertaining the value of land throughout the Metropolitan area, irrespective of the value of buildings and of improvements made by the owner. One of the most valuable statements advanced in support of the taxation of land values is that contained in the Report of the Royal Commission on the Housing of the Working Classes. In that report it is stated that at present land available for building in the neighbourhood of populous centres, though its capital value is very great, is probably producing a small yearly return until such time as it is let for building. The owners of this land are rated at its annual occupation value at the time, that is, not in relation to the real value but to the actual annual income. By this method of rating owners are enabled to keep their land out of the market and to part with only small quantities, so as to raise the price beyond the natural monopoly price which the land would command by its advantages of position. Meantime the general expenditure of a city or town—where such conditions prevail—on improvements is increasing the value of the class of property referred to.

If this land were rated at say four per cent. on its selling value, the owners would have a more direct incentive to part with it to those who are desirous of building, and thereby a twofold advantage would result to the general community. First, all the valuable land and property

would contribute its proper quota to the rates, and thus the burden placed on the occupiers would be correspondingly diminished by the consequent increase in the assessment value of ratable property. Secondly, the owners of the building land would be forced to offer their land for sale, and thus their competition with one another would have a tendency to bring down the price of building land and so diminish the tax in the shape of ground rent or price paid for land which is now levied on urban enterprise by the adjacent landowners, a tax, it must be remembered, which is no recompense for any industry or expenditure on their part, being in very truth unearned increment, but is the natural result of the industry and activity of the townspeople themselves. On the other hand, the principal objections urged against the rating of site values are those urged by the Imperial Government last year on a Bill, brought in by Mr. Trevelyan, proposing to establish a special site value rate which was to be assessed on the annual value of all land, whether occupied or not, as distinct from the value of buildings. In the first instance it was proposed that the rate should be limited, and was to be charged at the outset on the persons at present liable to pay rates, and future tenants were to be entitled to deduct from their rents one half of the rate. No interference with existing contracts was contemplated. The Imperial Government, in the person of Mr. Grant Lawson, opposed this Bill, which was considered as a first step in the direction of the repudiation of contracts and the spoilation of minorities. The attaching of an annual value to the site of a vacant house would, it was maintained, discourage building and relieve those whose premises happened to be occupied at the expense of those whose houses were empty, and the Government objected to the principle that land which was not covered with buildings possessed another value because at some future time it might be built upon. The Bill on these representations was rejected. The arguments thus adduced against the Bill were characterised as displaying an ignorance which would be amusing were it not sad to contemplate. Certainly any objections which may exist as regards discriminating between the value of the land on which a house is erected and the land itself do not appear to have been clearly defined in the House of Commons. As regards attaching an annual value to the site of a vacant house, either the value is there or it is not. If no value already attaches no assessor can cause it to attach, and no rates would be payable, but in cities and populous places this is impossible. A value does attach and it is only right that the owner should contribute to the public expenditure which helps to maintain that value for him. The owner of a ground rent is not likely to forego that ground rent if the house erected on the land is unlet. It is surely a far-fetched assumption that the rating of all land, whether occupied or not, would discourage building. With human nature as it is, self interest would surely impel owners of vacant lots to at least get the amount of their rates out of them, and this they could only do by allowing building on them or putting them to some useful purpose, or perhaps selling them, and with the rate payable they would have to take a lower price. In giving expression to these views it is not from any partisan spirit by any means. I must, however, frankly acknowledge, as an official, that my own personal view is in the direction of basing municipal taxation upon unimproved ground values instead of upon the rental value of improved properties. The recent session of Parliament witnessed the introduction of the Municipalities Bill, which proposed to give the right to all other Municipalities outside Sydney, and for a vote being taken by the citizens at the elections on the subject, and I cannot but think that the system of assessment is most equitable to all concerned when based upon the sound economic basis of ground values instead of being a tax on

improvements, as it now is. The principle of land value taxation certainly appears to be a just system of rating and the best in its incidence. Under the present conditions of assessment the burden undoubtedly falls on the people who improved their land, and the tendency is to keep land out of use and to penalise industry and enterprise, as the owner with unimproved land gains all the advantages arising from improved surroundings and holds the land out of use until it has acquired such a value as will enable him to reap the rewards of the labour of others.

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### CITY ASSESSMENT.

Under the provisions of Section 103 of the Sydney Corporation Act, 1879, now Section 110 of the Sydney Corporation Act, 1902, the Council, by resolution in January, 1901, directed that a new City Assessment should be made of the whole of the premises within the City, to take effect from the 1st January, 1902. In November, 1901, the Council further resolved that Mr. John R. Palmer (late Deputy Town Clerk) and Mr. Thomas W. Harricks (City Assessor) should be appointed Valuers to undertake and carry out an Assessment of City properties; and they were directed, pursuant to the prescribed terms of the Act of Parliament, to enter into a ward assessment book for each ward of the City an assessment of all ratable property of whatever kind within the City, whether occupied or unoccupied, such assessment being made according to the fair average annual value of such property, with a deduction therefrom for outgoings not in any case exceeding 10 per cent. upon such annual value, and also to do such other acts as are prescribed for Valuers appointed under the Sydney Corporation Act, 1879. Agreeably to this instruction, the City Assessors proceeded to make the assessment, and the books when completed were delivered to the Town Clerk, and the usual notices of the amount of each assessment were duly served upon the respective premises.

From the joint report submitted by the Assessors the following statement was accepted as the approximate amount of the assessments of City properties for the year 1902, including the buildings, but not the mains of the Sydney and Suburban Hydraulic Power Company, Limited, and the Australian Gas Light Company—the assessments in respect of each ward being shown separately:—

Ward.					Number of Assessments.					Amount of Assessment.
Belmore	...	...	...	...	2,031	...	...	...	...	84,049
Bligh	...	...	...	...	2,156	...	...	...	...	111,358
Bourke	...	...	...	...	1,172	...	...	...	...	490,614
Cook	...	...	...	...	1,954	...	...	...	...	72,685
Denison	...	...	...	...	1,856	...	...	...	...	115,036
Fitzroy	...	...	...	...	2,038	...	...	...	...	134,344
Flinders	...	...	...	...	2,236	...	...	...	...	110,142
Gipps	...	...	...	...	1,667	...	...	...	...	118,058
Lang	...	...	...	...	2,089	...	...	...	...	402,346
Macquarie	...	...	...	...	1,570	...	...	...	...	286,107
Phillip	...	...	...	...	2,568	...	...	...	...	168,933
Pymont	...	...	...	...	1,724	...	...	...	...	96,452
Total	...	...	...	...	23,061	...	...	...	...	£2,190,124



Numerous sittings of the Appeal Court were held to hear and determine appeals, when the amounts allowed on appeal were as follows:—

Land (exemptions under the Harbour Trust Act) ... ..	£13,510	
Buildings (Harbour Trust Properties) ... ..	14,033	
	<hr/>	£27,543
Exemptions and allowances under the provisions of the Sydney Corporation Act ... ..	83,890	
Corporate properties assessed, but in respect of which no rate is payable, such properties being merely assessed as a record... ..	28,429	
	<hr/>	112,319
Reduction on Appeal—General Assessments ... ..		35,158
		<hr/>
Total Deductions ... ..		<u>£175,020</u>

The nett assessment of properties liable to rates in the respective wards is as shown in the following statement:—

Ward.	Assessment. 1901.	Assessment. 1902.	Increase.	Decrease.
Belmore ... ..	£81,697	£82,720	£1,023	—
Bligh ... ..	106,417	108,391	1,974	—
Bourke ... ..	444,975	462,726	17,751	—
Cook ... ..	69,550	70,684	1,134	—
Denison ... ..	92,263	95,907	3,644	—
Fitzroy ... ..	126,693	125,045	—	£1,648
Flinders ... ..	98,256	104,213	5,957	—
Gipps ... ..	116,796	108,878	—	7,918
Lang ... ..	334,599	354,535	19,936	—
Macquarie... ..	263,150	278,982	15,862	—
Phillip ... ..	135,565	139,547	3,982	—
Pymont ... ..	81,718	84,152	2,434	—
Total ... ..	<u>£1,951,679</u>	<u>£2,015,780</u>	<u>£73,697</u>	<u>£9,566</u>

The figures for the year 1901 are submitted for purposes of comparison, the nett increase in the assessment, omitting, as previously stated, the mains of the Sydney and Suburban Hydraulic Power Company, Limited, and the Australian Gas Light Company, being £64,131, equivalent to 3·28 per cent. on the 1901 assessment.

The total number of appeals in respect of which notices were received was 3,003, representing 652 appellants. The aggregate assessment represented by appeals—omitting properties under the jurisdiction and control of the Sydney Harbour Trust—amounted to £313,200, which was reduced, as agreed upon by the appellants in conference with the City Solicitor and City Assessors, and confirmed and allowed by the Court, to £278,043, the actual reductions as the result of general assessment appeals being £35,128, equivalent to 11·215 per cent. on the assessment appealed against; a result which cannot but be regarded as eminently satisfactory.

It will be scarcely necessary to remind the Council that the tenancies in the Rocks Resumption and Harbour Trust areas are in a very unsettled condition, and consequently the assessments in these particular

areas are not on a par with other parts of the City. The City Assessors, however, gave expression to the opinion that as the areas referred to are laid out and built upon, a substantial increase of revenue to the Council will gradually ensue, but it was pointed out that this anticipated increase will not occur as a whole during the currency of the assessment under review, which, as is usual in such cases, may be considered to have a quinquennial existence, although annually there will, it is believed, be an increment tending to the final result.

The following statement of particulars relative to the assessment of the Harbour Trust properties may be interesting to the Council:—

Assessments in respect of buildings	...	£127,060
Assessments in respect of land	... ..	15,541
Total	... ..	<u>£142,601</u>

Notices of appeal were received in 700 cases as regards assessments on buildings, and in 88 cases as regards assessments on land, representing an assessed value in the aggregate of £139,944. The balance not appealed against represented £626 on buildings, and £2,031 on land, a total of £2,657.

The amounts allowed on appeal were as follows:—

Buildings on appeal made by Harbour Trust	... ..	£14,033
Land on appeal made by Harbour Trust...		13,510
Buildings on appeals made by tenants, lessees and others holding under the Harbour Trust	... ..	112,401
Total	... ..	<u>£139,944</u>

The total number of appeals in respect of which notices were received, including Harbour Trust properties, was 3,791, representing 653 appellants.

The aggregate assessment appealed against amounted to £453,145, which was reduced to £390,044, the actual reductions as the result of assessment appeals being £62,701, equivalent to 13·83 per cent. on the assessment appealed against.

With regard to the reductions in the assessment in Fitzroy Ward, this, I am informed, was occasioned by a general depreciation in rental value, whereas, as regards the apparently excessive reduction in Gipps Ward, this, the City Assessor reports, was owing to reduced rents and certain properties being without any fixed values; and, again, there was a certain proportion of the property unoccupied, such property belonging to the Government, with no fixed rental value owing to the ruinous condition of the buildings and premises affected, at the time the resumption took place.

It will have been gathered from the figures submitted that a great deal of trouble was experienced with the representatives of the Harbour Trust in the matter of the assessments. On behalf of the Harbour Trust it was contended in the first place that, under the powers conferred on the Sydney Harbour Trust, the City Council possessed no power to assess lands within the Harbour Trust area leased to private persons. It was further contended on behalf of the Trust that, on the construction of the Public Works Act, the property in the area was altogether free from rates. By mutual arrangement the various matters in dispute were embodied in a special case stated for the opinion of the

Full Court. The Court declared against the contention of the Trust and unanimously decided in favour of the Council, which in effect meant that payment of arrears of rates amounting to about £7,000 was secured.

The following agreement was subsequently entered into by Counsel for the Appellants and the City Council, and, under the order of the District Court Judge, this agreement is to be taken as having been formally made at a sitting of the Court of Appeal:—

1. In cases in which a property may be from time to time unoccupied, occupied by the Trust or occupied by lessee of the Trust, agreed that assessment may stand, the City Council undertaking to allow a proportionate rebate of rates for period during which premises are not occupied and period occupied by Trust. In case of partial occupation by Trust, remainder by lessee, abatement of rates to be in proportion to part occupied by Trust.
2. In cases in which a building is partly within and partly without the City boundaries, assessment to stand, but rates charged are to be fixed on rental paid, reduced by proportion of area of building situated without the City boundaries.
3. In cases in which a building is wholly within boundaries, and a jetty outside the boundary is used in connection therewith, the assessment at full rental of building to stand.
4. In cases of certain hotels, 15 or 16, when dispute is raised as to the bonus being part of rental, assessment to stand. City Council to abate rates so as to charge only on rents actually received from time to time. In cases of future letting by Trust with bonus, the bonus to be taken into account in fixing rentals. Generally the rates actually paid are to be according to rents actually received by Trust from time to time, the assessment is to stand at amount which will enable Council to collect rates on increased rentals actually paid.
5. In event of disagreement, case to be referred to Sly and Edmunds, who, if they disagree, shall appoint umpire to decide.
6. Where Trust pays rates, 10% (ten per cent.) to be deducted from actual rent to arrive at annual value. Where tenant or Trust pays rates, this deduction not to be made.

In working under the terms of this agreement considerable difficulty has from time to time arisen, the attitude being so unique in the history of rating in the City of Sydney, as to cause much doubt in the minds of the responsible officers in the Treasury Department as to how any agreement can overrule the provisions of an Act of Parliament. On questions being submitted to the City Solicitor he advised that the agreement did not in any way override the Corporation Act, but had been necessitated by the fact of the passing of the Harbour Trust Act, which renders land within the area vested in the Trust, buildings occupied by the Trust, and buildings unoccupied, exempt from rates. In the absence of such an agreement the Council would be in danger of losing the whole of the rates of many of the properties.

In connection with the assessment made in respect of the mains and pipes of the Australian Gas Light Company, and the Sydney and Suburban Hydraulic Power Company, Limited, the Council, in July,

1901, determined to obtain Counsel's opinion on this highly important matter, and to this end a case was prepared and submitted to Sir Julian Salomons and Dr. Cullen for their opinion. (1) As to whether the Companies or either of them were liable to be assessed under the provisions of the Sydney Corporation Act, 1879, in respect of the land occupied by their mains and pipes laid under the streets and other land within the City of Sydney, and (2) if so, upon what basis and in what name should such assessment be made. In the view of Counsel it appeared to be clear that each of the Companies was liable to be assessed and rated under the provisions of the Sydney Corporation Act. It was pointed out that a long series of English decisions had established the ratability of such property for the purposes of poor rate, and the principles therein laid down have been repeatedly applied by the Victorian Courts to the subject of municipal rates. Notwithstanding any difference in wording, it appeared to be clear that the statutory right to lay and maintain these mains and pipes constitutes the Companies, once the right is acted upon, occupiers of land under a tenure which makes it ratable property within the meaning of Section 103 of the Act read in connection with the definition of land in the Acts Shortening Act.

Acting under this opinion the Council, in October, 1901, referred the matter to the City Treasurer, as a public accountant, to assist the Assessors in what was acknowledged to be a special matter of rating. The City Treasurer made a painstaking investigation and furnished a return to the Assessors, giving a detailed distribution of the actual figures from the statement of the Companies' gross receipts to the final apportionment after arriving at the hypothetical tenants capital. The assessment as finally made by the City Assessors amounted to £42,804 in respect of the Australian Gas Light Company, which sum was apportioned by the Assessors over the several wards of the City in equal proportions, £3,567 being allotted to each ward.

In the case of the Sydney and Suburban Hydraulic Power Company, Limited, the assessment amounted to £12,224, allocated as follows:—Bourke Ward, Gipps Ward, Lang Ward and Macquarie Ward, each £2,292; and Cook Ward, Denison Ward, Phillip Ward and Pyrmont Ward, each £764.

Both Companies intimated their intention of appealing against the assessment, and in effect on precisely the same grounds, viz.:—

1. The lands occupied by the mains and pipes of the Company were not liable to be assessed.
2. The Council had no power to assess the mains and pipes.
3. The Appellants were not liable to pay rates in respect of mains and pipes, or in respect of land occupied by such mains and pipes.
4. That the assessment was not properly made.
5. That the basis of the assessment was incorrect.
6. That the assessment was excessive.

The appeal of the Australian Gas Light Company was determined *pro forma* by the District Court in favour of the Council, and a special case was stated by the parties for the opinion of the Supreme Court.

The appeal came on for hearing at a sitting of the Full Court early in August last, when judgment was reserved after argument extending over three days. The judgment has not yet been delivered, and the City Solicitor believes that it is the desire of the Court to hear further argument in relation to the appeal of the Sydney and Suburban Hydraulic Power Company before judgment is delivered in that of the Australian Gas Light Company.



## RATABLE VALUE AND RATES, 1893-1902.

The accompanying statement furnishes useful information relative to the assessed value of City properties with the amount of the rate in the pound, and the rate revenue receivable for the decade ending 31st December, 1902.

Year.	Ratable Value.		Rate in the £		Rate Revenue Receivable.		
	£		s.	d.	£	s.	d.
1893	2,496,175	...	1	4	166,411	13	4
1894	2,285,399	...	1	4	152,359	18	8
1895	2,124,942	...	1	4	141,662	16	0
1896	1,976,500	...	1	4	131,766	13	4
1897	1,948,489	...	1	4	129,899	5	4
1898	1,940,786	...	1	4	129,385	14	8
1899	1,933,067	...	1	4	128,871	2	8
1900	1,930,345	...	1	6	144,775	17	6
1901	1,951,649	...	2	0	195,164	18	0
1902	2,015,780	...	1	10	184,779	16	8

In 1896 and 1902 new assessments were made, and whilst ten years ago a penny rate produced £10,401, at the present time it produces only £8,398, assuming that the Federal and State Governments discharge all claims and demands made upon them or owing to the reduced assessments consequent on the depreciation in the value of property which has taken place, nearly twenty-five per cent. less than it produced ten years ago. That is to say, in other words, if the existing valuation had been in force in 1893 it would have required a rate of approximately 1s. 8d. instead of 1s. 4d. in the pound to meet the requirements of the period on the basis for which 1s. 4d. was levied, consequently this fact—an important fact—must be remembered when unfavourable comparisons are made as regards the City Rate of to-day with the rate of 1s. 4d. which was levied ten years ago. As a matter of fact, considering the loan liabilities *then* and the loan liabilities *now*, which are largely increased, the rate levied now, paradoxical though it may appear, is actually less than it was in 1893.

A period of retrogression seems to have set in immediately upon the cessation of the Government endowment some years ago. I make no reflection on the past, but in studying the financial position of the Council, it appears to me in the light of a somewhat startling fact to find that although the ratable value steadily decreased from £2,496,175 in 1893, when a penny rate presumably produced £10,401, to £1,933,067 in 1899, when a penny rate produced £8,004, or £2,397 less in respect of each penny rate levied, equivalent to a loss in the last-mentioned year of £36,352, the *same* rate continued to be levied. Any student of the elementary ethics of municipal economy would come to the conclusion that, with a steadily decreasing ratable value as the basis of income, the rate would have increased in inverse ratio.

\* \* \*

## RATING OF GOVERNMENT PROPERTY.

During the year, acting on instructions from the Finance Committee, I had the honour to submit a report to the Council, which report appears in the appendices to the annual volume of proceedings, as to the existing exemptions from rating by the operation of the Common Law or Statute in England, and as to the practice obtaining in England with regard to contributions in lieu of rates in respect of Crown or Government property. In such report I recommended that a representation

should be made to the Federal and State Governments respectively with a view to obtaining a contribution in respect of local rates which the respective Governments may consider they are not called upon to pay, having regard to the provisions of the Statutes in such cases made and provided, such representation to be made without prejudice.

The Council adopted that recommendation, and letters with copies of the reports were accordingly forwarded.

In May last a communication was received from the Federal Premier to the effect that the matter had been transmitted to the Minister for Home Affairs, Sir W. J. Lyne, for consideration, but so far no reply has come to hand as to the intentions of the Federal Government.

With regard to the State Government, a reply was received from the Hon. the Premier, covering a minute by the Solicitor-General, on the subject of the exemption of certain Government premises from municipal taxation. In this minute the Solicitor-General states that, accepting the statements of the City Council as to the practice of the Imperial Government respecting municipal taxation in the City of Westminster, etc., he does not think that properties vested in the Railway Commissioners are in an analogous position. In London the properties are exempt on the legal principle that Crown properties cannot be taxed; here the property would be liable to taxation if it were not for the specific provisions of an Act of Parliament.

He therefore did not think that it would be advisable for the Government to consent to the request of the City Council without an alteration in the law, as it would be a reversal of the long standing policy of the State as expressed in many Acts, and would be directly contrary to the intention expressed therein.

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### ASSESSMENT OF CORPORATE PROPERTIES.

In the general City Assessment it appears that certain Corporate properties are assessed to the extent of £28,429, as follows:—

Ward.	Property.	Ratable Value.
Belmore	Depôt, Campbell Street	£14
Bourke	Corporation Baths, Outer Domain	200
"	Corporation Free Baths, Outer Domain	47
"	Pumping Station, Outer Domain	35
Denison	Land, George Street and Hay Street	380
"	Yard, 51 Hay Street	35
Fitzroy	Metal Yard	140
"	Fish Markets	720
Flinders	Land, Phelps Street	3
Lang	Queen Victoria Markets	12,000
"	Town Hall	10,000
"	6 Houses and Land, Kent Street	283
"	Markets, Sussex Street	1,001
Phillip	Belmore Markets, New	1,350
"	Belmore Markets, Old	900
"	Stores, Hay Street	232
"	Chambers, Hay Street	94
"	Land, O'Connor Street	3
"	Exhibition Building	400
Pymont	Baths, Point Street	70
"	Pymont Street, Electric Lighting Station, Land	375
"	Pymont Street, 2 Houses	147
Total		<u>£28,429</u>

On enquiry I have ascertained that such properties are merely assessed as a matter of record, and that no rate is charged or payable in

respect thereof. Personally, as a matter of proper accounting and book-keeping, I cannot give my approval to this system, which it appears has been in operation for many years. I consider that all Corporate properties should be properly assessed and appear in the Assessment Book and Rate Book, just the same as properties belonging to private individuals, and I submit, with all deference, that by exempting these properties in the manner stated, the Council assume, unintentionally I am sure, a function which is not conferred upon them by law. Furthermore, all properties of the Corporation have a right to be debited with the rate chargeable against such premises, and the rate account credited with such amount. It is not absolutely necessary that the amount of the rates should pass actually as a cash transaction, though this is invariably done in London and provincial boroughs in England, but there ought certainly to be a debit and credit entry. Under the present system, neither the true capitalised value of property or the true ratable value of property in the City is stated.

In issuing a loan to the public the aggregate ratable value of the City forms an important factor, and for this reason as well as the equally important matter of debiting each asset with its proper annual charge for rates, I consider the assessments should appear in the Assessment Book and also in the Rate Book.

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### ASSESSMENT OF TIED HOUSES.

During the progress of the general City assessment made last year I made enquiries from the City Assessor with regard to the practice obtaining in relation to the assessment placed upon premises known as tied houses, when I found that no additional value was placed upon such premises, the rent being accepted as the basis of value. In my judgment the existing system is wrong, as the rent for a tied house is a fictitious value and does not represent the annual letting value. The best rating authorities lay down as a general principle what is in reality an acknowledged fact, that public houses constitute a class of property which has a monopoly for the sale of beer, and as owing to circumstances new licenses are not so easily obtained as heretofore, especially in neighbourhoods that are already considered by the licensing magistrates to be sufficiently provided for, a license has gradually become a very considerable addition to the value of a house. This has led to the practice of the large brewers as far as possible buying up the different licensed houses and letting them to tenants, who are bound under the conditions of letting to sell their landlord's beer only, such houses being known and described as *tied*. It will be evident, therefore, that a circumstance of this nature must affect the mind of an incoming tenant, as where a public house is tied the tenant is consequently prohibited, by an act of volition it is true, from obtaining the advantage of an open market, and cannot afford to pay so large a *money rent* as a tenant who is free. In England considerable difficulty has arisen owing to the difference of opinion expressed by the judges, the question raised for the Court being whether, where a tied public house lets for a less rent than it would if it were free, the ratable value is to be based upon the rent actually paid, or that which would be paid if the house were free. Common sense will surely determine that in the case of tied public houses there is no severance in the value of the occupation because a merely collateral personal contract between individuals obtains. The value of the occupation of a public house depends upon the trade, and the fact that a publican takes his beer from a particular brewery cannot be said to diminish the value of his occupation in the same way as

taking away his spirit license, etc., would. In fact, all that he, the tenant, does, is to pay his rent partly in cash and partly by taking the brewer's beer. This is a particular method of paying rent by mutual arrangement and it is clearly immaterial whether a tenant pays rent in money or in kind or by services or otherwise. This principle is laid down in *Lord Bute v. Grindall*, 1. T.R. 338.

I, therefore, respectfully submit that as Section 110, Sub-section 2 of the Sydney Corporation Act, 1902, lays it down that assessments of all property liable to be rated shall be made according to the fair average annual value, when valuing a tied house it should be valued quite irrespective of the tie, as otherwise the average annual value is not taken into consideration. The proposition must be obvious that a brewer will let to a tenant a house at a lower rental if that tenant were compelled to purchase his stock-in-trade from him than if he—the tenant—were at liberty to go to the cheapest market for his stock.

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### RATING OF HOARDINGS.

I believe the Council has on previous occasion had under consideration the question of the rating of hoardings, and that the matter is one which should receive attention from the business standpoint is, I submit, beyond question. With regard to the disfigurement of the City thoroughfares by these unsightly hoardings, whether æsthetic, artistic, or otherwise—I am sorry to say chiefly otherwise—I do not now propose to enlarge, as I am well aware that when such hoardings do not encroach upon the footpath, but are kept within the proper alignment or building line, it is very difficult to interfere successfully. But the rating of hoardings is another matter, and one which, like the rating of gas, water and hydraulic mains laid in public thoroughfares by private companies, has been successfully accomplished elsewhere. In such cases the ordinary assessment on buildings or land to which the hoarding is attached for the time being is assessed at such a sum as will include the annual value or estimated annual value of the hoarding. Subject to consultation with the City Solicitor as to the interpretation to be placed upon the powers possessed by the Council with regard to assessments, the matter might again be taken into consideration by the Finance Committee.

As a matter of information and precedent, it may be stated that in England before the Act 52 and 53 Victoria, Cap. 27, was passed, advertising stations and hoardings had been held not ratable. In the case of *Regina v. St. Pancras* (2 Q.B.D. 581, 46 L.J.M.C. 243) it was contended that the appellant was ratable for his advertising stations, or hoardings, etc., fixed or standing on a portion of the ground of premises which were vacant or were being rebuilt. In the agreements under which these hoardings, etc., were erected the word "rent" was used, and it was therefore argued that as there was a beneficial occupation the hoardings were ratable. The Court, however, held that the nature of the interest did not amount to an occupation, on the ground that no permanent occupation of the premises was intended, but only a transient temporary holding for the purpose of advertising, and what passed was not the exclusive occupation of the premises, but a mere license in the nature of an easement to use the premises.

The increasing trade connected with advertising hoardings, which thus on a mere technicality, escaped rating, was instrumental in securing the passing of the Act 52 and 53 Victoria, Cap. 27. Under the provisions of this Act it is provided that where any land is used tem-



porarily or permanently for the exhibition of advertisements, but not otherwise occupied, the person who shall permit the same to be so used, or if he cannot be ascertained, the owner thereof shall be deemed to be in beneficial occupation of such land or part thereof, and shall be ratable in respect thereof to all local rates according to the value of such use. Furthermore, it is provided that where any land or hereditament occupied for *other* purposes, and ratable in respect thereof to local rates, is used temporarily or permanently for the exhibition of advertisements or for the erection thereon or attachment thereto of any hoarding, frame, post, wall or structure used for the exhibition of advertisements, the value of such land or hereditaments shall be so estimated as to include the increased value from such use.

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### ASSESSMENT BOOKS AND RATE BOOKS.

The Government Auditors, during the course of the last audit, directed attention to the condition of certain books and registers, several additional assessments, to the amount of £4,155 ratable value, having been entered after the books had been formally handed over by the City Assessors, apparently in contravention of Section 110 of the Sydney Corporation Act, 1902, whilst other sums amounting to £832 ratable value were scored out in pencil. Immediately on my attention being directed to the fact that unauthorised alterations had been made, both in the assessment books and the rate books, I called for reports and explanations from the Departmental Officers and made personal investigation into the circumstances. After the completion of the new assessments which came into force for the year 1902, casts of the assessments and rate books were made by the Assessor and Officers of the Treasury simultaneously. The resulting totals agreed, and the total ratable value was thereupon determined, subject of course to any legal alterations to be made during the year, at £2,015,780. The City Treasurer, accepting these figures from the responsible officer of his department as the basis, calculated the rate receivable and quoted such figures to the Auditors as the basis upon which the balance of the rate ledger had been struck. A subsequent examination of the assessments showed that the total had been increased to £2,019,103. As the result of further investigation, it was found that certain items had been inserted by officers in the Treasury Department and Assessors' Department without the knowledge of the City Treasurer. Some of these items related to certain properties originally exempted, or struck out for valid reason, as it appeared at the time, but which, it was discovered, were really ratable and had thereupon been inserted by the Officers in the Treasury Department, after they had ascertained and were fully satisfied that the assessments omitted represented certain Harbour Trust properties originally struck out as "land," but actually occupied and rent producing. Under the agreement with the Harbour Trust it appears to be competent to rearrange such matters either by adding or deducting as the case may be, and the actual additions, had they been done in proper form, would have been perfectly in order. In these particular instances properties were affected whereby a sum of £4,155 had been added to, and £832 deducted from, the ratable value, making a nett addition to the assessment of £3,323 ratable value, which at 1s. 10d. in the pound gives £304 12s. 4d. as the additional amount of revenue receivable from the Harbour Trust. Whilst the action of the officers appears to have been dictated by an excess of zeal in the interests of the Council, and undoubtedly without thought as to the commission of any offence, it

should not have been made effective and conclusive without the knowledge and consent of the City Treasurer, neither should the original figures in the body of the rate book have been interfered with. The purpose would have been served by inserting the alterations as an addenda to the rate book, by way of explanatory memorandum for audit purposes. Subject to the foregoing observations, I cannot however admit that the action was in contravention of the Act, as suggested by the Government Auditors, seeing that the agreement with the Harbour Trust is supplemental to and in fact overrides the Act, and it was with this knowledge that the Treasury Officers made the alterations referred to. In comparing the exact relations between the assessment books and the rate books it was ascertained that the City Assessor had made alterations in the assessment book *after* the total assessment had been confirmed by Council. Three of these, corrected in ink, were in correction of purely clerical errors made in copying, as follows:—£108 increased to £188 ratable value, £108 increased to £188 ratable value, £270 increased to £540 ratable value, and the alterations were in each case made with the direct approval of the owners of the properties affected, or their authorised representatives. Another case was the striking out in pencil of an assessment of £20 ratable value, in respect of land under the control of the Harbour Trust, the rate on which, under the agreement referred to, could not be recovered, being in the occupation of the Trust; and in another case an assessment of £6 ratable value was struck out in pencil, the assessment having been entered in duplicate. I have personally enquired fully into the circumstances connected with each entry made by the several officers, sixteen in number altogether, and whilst the method of procedure adopted in making the necessary emendations has undoubtedly been erroneous, I am quite satisfied, and the Government Auditors are quite satisfied, that such emendations were made *bona-fide* and with the best possible intentions in the interests of the Council, and that the procedure adopted was an error of judgment on the part of the officers concerned. At the same time I may state that I have given positive instructions that in future the assessment books and rate books are not only to be properly written up and balanced and filed with the City Treasurer in a complete condition, but that no alteration whatever must be made therein.

On submitting the foregoing observations to the City Solicitor he concurs with my view that the officers were guilty of an error of judgment, but no doubt with the best intentions on the part of those concerned, and he agrees with me that it would be preferable to keep an independent record of the fluctuations occasioned by the operations of the Harbour Trust Act.

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### RATE BOOKS.

Section 121 of the Sydney Corporation Act, 1902, provides that rate books of the City in the form or to the effect of the thirteenth schedule of the Act, signed by the Town Clerk, shall within three months after the completion of the assessment be filed by the Town Clerk in the office of the City Treasurer, and shall be altered or a new rate book filed within two months after the confirmation of any alteration or addition as aforesaid. The Government Auditors are of opinion that the rate books have not been prepared and handed over to the City Treasurer in terms of such section. On this point I am sorry that I am obliged to join issue with the Government Auditors, and respectfully record my disagreement with their interpretation of the section. They

entertain the opinion that the preparation of the rate books in the form prescribed in the 13th Schedule to the Act should be carried out entirely by the Staff in the Town Clerk's Department, and that no part of such preparation or any calculations as to the amount of rate payable should be undertaken by officers in the Treasury Department. As a matter of fact the section does not state precisely upon whom the duty of "preparation" devolves, but it does lay the obligation upon the Town Clerk to sign and file such rate books within the prescribed time, and by inference he is responsible for their preparation and has never disclaimed any such responsibility. But the Town Clerk, as head of the service, has a perfect right to call for any assistance required to be furnished by any department with a view to facilitating the completion of work, and this is all that has been done in this instance. As a matter of internal and departmental arrangement for facilitating the work, it has been customary, not for the City Treasurer, but for officers skilled in figures in the Treasury Department to assist in the preparation of the rate books and in making the calculations as to the rate payable, and in obtaining the services of these officers, the best qualified officers in the service for the purpose, the best interests of the Council and the best interests of the citizens are being served. The system adopted ensures an efficient check on the totals as ascertained by the City Assessor, and as the assessment books and rate books are prepared by two distinct sets of officers, accuracy is secured. The contention that the rate books should be prepared by the staff in the Town Clerk's Department appears to be absurd on the face of it, as the duties discharged by those officers are quite different in character to those discharged by officers accustomed to daily work in connection with figures, and who are the proper parties to discharge the duty, subject to the legal obligation imposed upon the Town Clerk under Section 110.

In the event of the Auditors' view being upheld as the correct view, the effect will be that a temporary staff of clerks must be engaged to prepare the rate books, and that at a season of the year when the officers in the Treasury Department have sufficient time available to devote to the duty without putting the Council to additional expense.

However, in order that there might not be the slightest doubt or misunderstanding on the matter, I have consulted the City Solicitor thereon, and he fully endorses my remarks and states that in his opinion the Auditors are going outside the scope of their duties, and beyond their powers in criticising the method in which the provisions of the Corporation Act are administered by the Town Clerk. He points out that the duties of the Auditors are set out in Sections 191 and 192 of the Sydney Corporation Act, 1902.

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## GOVERNMENT AUDIT OF ACCOUNTS.

From observations which have come under my notice during the past year it would appear that a considerable difference of opinion exists amongst the members of the City Council with reference to the proper functions and duties devolving upon an Auditor, especially in regard to Municipal accounts. I therefore deem it right to direct attention to the matter, with a view to elucidate the determining broad and fundamental principles and to explain the usual custom so far as it appertains to an independent Government Audit. The best authorities admit that whilst Auditing is a progressive science and has made great advances within recent years, as the result of Auditors and Accountants Societies, the duties and responsibilities of an Auditor are, to a very large extent,



undefined, but it is generally acknowledged that the tendency of recent legal decisions is to make the personal responsibilities of an Auditor much greater than formerly. It is, I submit, beyond contention that it is part of an Auditor's duty to conscientiously employ every faculty and exercise every possible precaution to the utmost of his ability in conserving the rights of the ratepayers and arriving at the true results disclosed by his examination and audit of the accounts submitted to him.

The examination of Municipal accounts by an Auditor is usually undertaken primarily for the following purposes:—

1. To detect any error, whether of omission or commission.
2. To see that the receipts and expenditure are managed and administered in accordance with the powers and authorities conferred by Statute, and that the Municipal Council does not incur any unauthorised expenditure.
3. To ascertain that all regulations and requirements of a financial kind, whether contained in Acts of Parliament, Deeds, Agreements, Resolutions or other Regulations which apply directly or indirectly, specifically, implied or by inference to the Municipal accounts under examination, have been properly complied with, and that all Statutory obligations have been discharged.
4. To disallow payments not authorised by Statute.
5. To certify the accuracy of the accounts.
6. To report on all matters and things relating to the accounts and the financial administration of the service to which they relate with the utmost impartiality and to direct the attention of the Council to all important matters which may have arisen in the discharge of his duties.

In carrying out these functions it is the duty of an Auditor to require the production for inspection and verification of all Vouchers, contracts, securities, authorities and other cognate evidence which instruct and govern the receipts and payments.

An Auditor has also the right to require the production to him of satisfactory vouchers in support of the various assets set out in a balance sheet both as regards their existence and the value put upon them. He has a right to call for and personally inspect all minutes and resolutions of Council, all stores and stock books, and to obtain a certificate of debit or credit bank balances signed by the bankers. In short, precedent, practice and legal decisions, assertion to the contrary notwithstanding, confirm his position of independence and research as being practically unassailable, that his powers are in effect plenary in their absolutism, and that any neglect or omission to specially mention anything he has come across during his audit with which he is not fully satisfied or which those interested should have been made acquainted with, will render him liable to prosecution and conviction for misfeasance.

Whilst it is desirable that a Municipal Auditor should endeavour to attain the maximum of result with the minimum expenditure of time and labour, an audit which merely checks the receipts and expenditure is a meretricious audit of a farcical character, and an audit which no self-respecting Council would tolerate for one moment.

Section 18 of the Sydney Corporation Amending Act, 1900, now Section 192, Subsection 1 of the Sydney Corporation Act, 1902, provides that "All accounts with all vouchers and papers relating thereto



shall, in the months of July and January in every year, be submitted to such two or more Treasury Inspectors as may from time to time be appointed by the Colonial Treasurer for the purpose, and shall be by them examined and audited for the whole of the previous half-year, and if found to be correct the said Inspectors shall so certify and sign the said accounts."

In the consolidated Act of 1902, the appointment of the Treasury Inspectors appears to be now vested in the Colonial Secretary instead of the Colonial Treasurer as previously. Whether this change has occurred inadvertently or been made intentionally does not appear. If the latter, there is no reference therein in the certificate of the Commissioner for the Consolidation of the Statue Law attached to the Bill, the certificate clearly stating that the Bill solely consolidates, and in no way alters, adds to, or amends the law as contained in the Acts therein consolidated.

### CONTROL OF STORES AND MATERIALS.

Three special reports on this particular subject have been prepared to the Council during the year, and on each occasion attention has been unanimously confirmed. These reports are dated 15th April, 1902, 9th May, 1902, and 10th October, 1902, and appear as appendices in the annual volume of proceedings. As the subject matter which involved what I certainly believe to be a great question of principle, though opinions undoubtedly differ on this point, was most exhaustively dealt with, and the reasons which induced and dictated the suggested change were fully given and have never been controverted or disputed, I did not think it would be necessary to mention the matter beyond a mere passing reference in this report. From circumstances, however, which have come to my knowledge I am led to believe that the alteration which has been effected in the control of stores and material, and which has been in operation now for about seven months, is not looked upon with favour by certain members of the Council. Assuming such to be the case I am under the necessity at the risk of being charged with undue repetition of reiterating what has already been very strongly, and I submit with all respect and deference to those who hold a contrary opinion, conclusively emphasised as the paramount and vital principle underlying the whole matter, viz., that stores and material of every description and kind are in effect for all business purposes and transactions cash in another form, and, consequently, being cash must be treated accordingly. There is no gainsaying these premises, which are more applicable to a Municipal Corporation whose members are in the capacity of Trustees for the public than they are to private individuals. This being so, the particular department or branch of the service requiring the stores should not under any circumstances be the one to order, receive, control and distribute them without any independent check, oversight and control being exercised so as to ensure such stores being distributed in accordance with the resolutions and votes of Council only, and not applied to any other purpose, as I am informed was previously the case. The officer in control of stores and material ought not to be an officer in a position to send out metal or kerbing or guttering or other material to any place or street on the *ipse dixit* of any member of the Council or on his own initiative and responsibility without reference to a vote of the Council. Such a system is not only bad in itself, but it inevitably leads to favouritism

municipal service. To be placed in such a position concerned a certain prestige and position of independence, but I submit such a position is not to the dignity and position of any officer who has a sense of self-respect, while on the other hand if an officer is placed in such a position the superiority of the Council is a minimum. Indeed, the powers of the Council for controlling expenditure would in such a case be superseded by its own lapses in allowing any officer such executive power without any supervisory control. Save and except in unforeseen emergency and emergency, as in cases of storm, flood, &c., owing to the peculiar exigencies of the moment, a resolution cannot be obtained, but when the requisite authority is obtained from the Lord Mayor to proceed, pending a meeting of the Committee immediately concerned, no work involving expenditure of money or materials ought to be undertaken without an express direction of Council signified by resolution. It can be argued, as it has been argued, that, inasmuch as the approved estimates which comprise votes allocating an amount of the aggregate to a particular ward, that the principle of controlling the necessary expenditure has been complied with. It is content, but only indeed to a very limited extent, that the Council is the arbiter of its own actions, and it has from time to time declared and affirmed, during the past year, that it intends to control and regulate the application of moneys. This being so, it is a business matter, that no officer shall be permitted to use moneys except in the direction and place indicated by Council recommendation of a Committee. If the contrary is allowed, I am inclined to strongly assert that there is no control and no check. I am aware that it has been stated, both during the past year and recently, that Government Auditors exceeded their duty in incidentally referring to the control of stores, and in suggesting any change. Whilst I am inclined to be fortified with the opinion of the Government Auditors, which is in exact accord with my own, I may point out that a reference to the report of the 15th April last, shows that I intended recommending a change *before* the Government Auditors made any reference to the subject. I accept the whole of the responsibility for making the recommendation which led to carrying out a drastic change, as I have no desire to shirk or evade responsibility by sheltering myself behind the Government Auditors. I have been greatly surprised to find an idea prevailing that the primary, and indeed practically the sole duty of a auditor consists in the examination of books and vouchers for payments, with a view to certifying as to their accuracy, and that the books and accounts being so certified, the duty of an auditor is at an end. A more erroneous idea as to the duties of auditors could scarcely exist. Accuracy, it is true, is a necessary corollary, but it is only one of many fundamental principles regulating and determining an efficient audit, and I have taken advantage of the opportunity to deal with the question more fully elsewhere. Suffice it to say at this point that the Auditors were perfectly justified in directing attention to the matter, that they were quite within their right in doing so, and had they not done so they would have been guilty of a grave dereliction of duty, and the advantages presumably derivable from a system of Government Audit would be reduced to a mere farce, and the minimum of benefit only accrue to the citizens.

The Council, unfortunately, notwithstanding repeated applications, has not been furnished with a copy of the report supplied by the Government Auditors to the Treasury Department in relation to the

audit for the half-year ending 30th June, 1901, which period the new system of check and control, and consequently any observations made by the auditors are not available for reference or comparison. It is extremely interesting to know if any observations were made with regard to the change, and, if so, the precise nature of the observations.

It has also been suggested that the change in the position of the Town Clerk has been carried out at the expense of the position of the principal officer, to the corresponding advantage of another officer of lower official rank, and that it is derogatory to the position of the principal officer to be obliged to go to the junior officer to obtain stores required. I most respectfully combat this contention. The relative positions or the individual capabilities of the principal officer, principal or subordinate, were never for one moment under consideration, and when the Town Clerk himself does not consider it derogatory to his position as head of the service to receive stores from the junior officer in charge of the stores, the dignity of any officer can be even remotely affected. The question stated at the outset, entirely a question of principle and not of any particular officer or individual, and it is a mistake to suppose that the latter proposition should have been entertained for one moment's consideration. In my judgment the change, which is an irrelevant matter, has resulted in the Council obtaining a more nominal but the actual and effective master of its stores, and the establishment of a system of check and control of stores and material on a firmer and sounder basis for present and future operations than that hitherto in vogue, always under consideration the good design in view and the difficulties which were latent if not openly hostile opposition.

In an important matter of this nature, embodying a grave question of administrative principle, it may be said that it is too much to rely too much upon precedent or practice elsewhere as a satisfactory and conclusive criterion. But should it be determined that precedent and practice are governing factors, examples have been given in the special reports previously submitted to the Council, and abundant and convincing testimony can be readily obtained from all well-regulated municipalities and governing bodies. The experience acquired by such bodies ought, I submit, to afford a certain amount of satisfaction and a certain amount of guarantee that the change recommended to and subsequently unanimously adopted by the Council was the proper course and was perfectly justifiable from the most practical point of view. The London County Council has its own Stores Department, and officers responsible for the execution of works are not allowed under any circumstances to obtain stores or materials from the Stores Department at their own sweet will, but are required to conform to rule and regulation and every conceivable check is placed upon them so as to secure proper distribution, to prevent waste, and to ensure that such stores and material are applied to their legitimate purpose and not improperly diverted to purposes never contemplated or authorised by the Council.

In conclusion, I can but repeat the concluding remarks contained in my last special report on this subject, viz.:—"After the experience acquired during the past six months, which it is admitted has been largely experimental, it is confidently claimed that the adoption and operation of the new system ensures greater expedition and regularity in the supply of materials, suggestions to the contrary notwithstanding



—suggestions which have never been proved; that it prevents waste; that it affords greater protection to the officers; that it prevents any suspicion of favouritism on the part of officers towards individual members of the Council, or in respect of special districts; that the possibility of corruption is reduced to a minimum; that an independent check, a check which was never before thought of or attempted to be imposed or exercised, is guaranteed; that there is no overlapping or duplication of work; that a more accurate and reliable allocation of expenditure is obtained, and the accounts better kept; that greater and more efficient observance of the estimates is maintained; that the execution of work involving the use of materials without vote or authority of Council is absolutely prevented; that a prompt record of distribution is secured; that statistical information continually being asked for by members and by Government Departments is more readily obtainable; that there is an absolute stoppage of surplus and unnecessary supplies; that the using from time to time of old material is better regulated and controlled, and that generally speaking the change has been fully justified by results and ought to be permanently maintained, the one great drawback hitherto experienced being that there has not been that exhibition of loyalty manifested in a desire to carry out the expressed desires of the Council which the Council has not only a right to expect but to demand."

It may be that I am of too sanguine a temperament, too optimistic and too enthusiastic, and some may say with truth, too dogmatic and assertive in pronouncing my opinion in relation to what is undoubtedly a vexed question in controlling stores and materials. This opinion, however, is based on actual knowledge and experience, and in advocating a new system I believe I am right in my view. I can, however, safely say that I did not approach the condemnation of the old system in any spirit of antagonism, but in a spirit which I considered to be one of strict duty, and from that standpoint and that standpoint alone I have laboured and argued somewhat obscurely perhaps for the moment, but decisively, I hope, for the immediate future.

I make these observations with all possible respect, not only in justification of the recommendation I had the honour to make, but in justification of the action of the Council. In the event of the Council deciding to revert to the old condition of things, I can but express my regret at what will undoubtedly be a retrogressive step, whilst I shall at the same time be prepared to loyally co-operate in any direction the Council may indicate.

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## PUBLIC LIGHTING.

While frankly acknowledging that I am an advocate of the lighting of public streets by electricity, and of the municipalisation of public lighting, I, at the same time, must admit that in certain streets the City of Sydney is not by any means badly or inefficiently lighted by the incandescent gas lamps now in use. In many respects, indeed, the street lighting will bear very favourable comparison with other cities and towns in Great Britain similarly lighted, but, in thus willingly making this admission, it by no means follows that the streets are as efficiently or as brilliantly illuminated as they are likely to be under a well-devised scheme of electric arc lighting, such as the Council contemplates and hopes to have in use at no distant date. As regards the public lighting by gas, there were in use, at the end of December last, 2,803 ordinary lamps, 77 eight-burner lights and six miscellaneous lamps, the



total amount paid for public lighting for the quarter ending 31st December being £3,582 1s. 5d., that is at the rate of £14,328 per annum, equivalent to a lighting rate of 1½d. in the pound.

The Council pay the Australian Gas Light Company £4 10s. each per annum for the ordinary lamps, the Company providing pillars, lamps, burners, etc., and maintaining everything in good order and condition under their agreement. When the mantles are first placed on the burners it is stated they give an illuminating power of seventy candles, and that after a time the light gradually decreases. It is, however, maintained that the illuminating strength is never reduced below 50 candle power. On the same basis the 77 eight-cluster lights, for which the Council pay £22 each per annum, are each equal to an illuminating power of 560 candles and 400 candles respectively, that is eight times the maximum and minimum illuminating power of the ordinary lamps. I gladly acknowledge the care and attention bestowed in the prompt renewal of mantles, which obviates much complaint.

It will be remembered that, on the application of the Gas Company, permission was readily accorded by the Lord Mayor for the erection of a "Lucas" light, certainly one of the best and most powerful gas lamps on the market, in front of the Town Hall. The "Lucas" light has only one burner and one mantle, and for a consumption of, approximately, 20 cubic feet of gas per hour, a light equal to about 700 candle power is given. From careful observations which have been made since this lamp was first erected, the illuminating power appears to have been well maintained throughout. Mr. Lukey informs me that the Gas Company contemplates shortly using many of these "Lucas" lights in connection with the installation of gas in the Domain and Hyde Park. It is interesting to note that the advocates of gas lighting claim that it is being demonstrated in England, and other countries, that gas is best adapted for public lighting. I may be in error, but with this contention I cannot agree, having regard to the latest information available, and, whenever opportunity occurs, any data on the subject at my command and my services are at the disposal of the Council in endeavouring to demonstrate by facts and figures and comparative examples that electricity is best adapted for public lighting. While, therefore, I gladly acknowledge many acts of kindness and the receipt of much useful information from Mr. Lukey, the courteous Secretary of the Australian Gas Light Company, on this one point we must agree to differ, and if needs be amicably disagree.

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### GAS SUPPLY—TESTING OF METERS.

On several occasions during the past year I have been asked to furnish information with regard to the practice obtaining elsewhere for testing meters and the quality of gas supplied. I therefore take this opportunity of furnishing information relative to the mode of procedure in London. Under the Sale of Gas Act, 1859, and the Metropolitan Gas Amendment Act, 1861, provision is made for regulating the measures to be used in the sale of gas, and for the appointment by the London County Council of inspectors to test meters in the County of London, but excluding the City of London. The London County Council, in order to meet public convenience and afford adequate facilities, has provided four testing stations situate in Westminster, Spitalfields, Clerkenwell, and Newington. At each of these places an inspector is stationed with a staff of competent assistants, who are authorised to test all meters brought for that purpose, the County Council imposing

a small charge for each meter tested according to the scale fixed by the Act. The number of meters tested during last year was 181,250, and the fees received or receivable in respect thereof amounted to £5,840 12s. In the preceding year the total number of meters tested was 186,618 and the amount of fees received £6,071 7s. 6d. In practice the system works well, and is appreciated by the ratepayers. According to the custom at present in operation in Sydney, the important duty of testing gas meters and protecting the public from imposition devolves upon the Gas Company, the company which supplies the meters which register the quantity of gas supplied by the company. It needs no argument to emphasise the fact that in principle the procedure is wrong. The users of weights and measures do not test them, but are subject to such weights and measures being tested by an independent authority, and so it ought to be with gas meters.

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### CITY IMPROVEMENTS.

In addition to the information mentioned by the City Surveyor in his annual report, it may be stated that the Council has decided to carry out a much-needed improvement at the corner of King Street and George Street, known as "Waters' Corner," where there is at the present time great congestion of traffic. The opportunity presented itself by reason of an application for approval to plans for rebuilding, when the Lord Mayor suggested the desirability of continuing the improved line of frontage by taking an angle off the property, and instead of the acute angle now existing to have the corner rounded. Negotiations proceeded for some considerable time with regard to the exact line to be followed, but eventually an amicable arrangement was come to by which the Council acquired the necessary ground to effect what will ultimately prove an excellent improvement.

Arrangements have also been made for the purchase of land at the corner of Riley Street and Devonshire Street, for the purpose of widening the street at that particular point.

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### METAL QUARRY.

For some time past it has been deemed desirable that the City Council should take into consideration the advisability of purchasing a quarry or quarries from which stone suitable for use in the formation and maintenance of the streets and roadways might be obtained. At present the whole of the metal required for macadamising purposes is provided under contract, but it has been strongly urged that there is nothing in the way of the municipality becoming the owners of its own source of supply, and thereby secure for the ratepayers a valuable asset. Offers of several quarries were made to the Council, including sites at Kiama and other South Coast districts, also at Guildford, Prospect, Dundas, Hunter's Hill, Marrickville, &c. In order that the most suitable of the sites should receive the fullest consideration, the various districts were visited by the Works Committee during the year, and a special report was obtained from Rev. J. Milne Curran with regard to the Guildford and Prospect Quarries, but no definite decision with regard to the matter has been arrived at. The report referred to appears in the appendices in the annual volume of proceedings.

With a view to furnishing some idea of the importance of the question to the ratepayers, especially in relation to the economical administration of the City finances, it may be mentioned that in 1901 no less than 40,000 tons of metal, purchased at a nominal cost of 7s. 10d. per ton, was used on the City streets, whilst in 1902, 30,256 tons were used, at prices varying from 6s. 9d. to 8s. per ton. The Works Committee has decided to place a sum of £3,500 on the estimates for the current year to provide for the purchase of a suitable metal quarry. On this point I think it right to state that a purchase of this nature ought in all fairness to be a charge against capital. To defray the cost out of one year's revenue is decidedly unjust to the present body of ratepayers, and the payment ought, therefore, to be spread over a series of years.

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### MUNICIPAL DEPÔTS.

The necessity which exists for the establishment of Town Yards in suitable and convenient positions for use as stables for horses, etc., and as depôts for carts, appliances and plant for outdoor service, has been recognised by the Council as a matter of urgency, and one requiring immediate attention in the interests of the City. With a view to expediting matters, the Lord Mayor personally visited and inspected certain sites, and satisfied himself as to their adaptability to the purposes required, and on his Lordship's recommendation, the Council decided to acquire two sites, one being situate in Duke Street, continuing through to Brougham Street, having a frontage of 60 feet by a depth of 14 feet, and an area of 37·38 perches, the other being bounded by College Street and Belvoir Street, having an area of 38 perches. While the provision of similar accommodation in the neighbourhood of Blackwattle Bay is also necessary, the Lord Mayor has been particularly anxious that the two sites already secured should be utilised without delay, and with this object in view instructions were given to the City Surveyor to prepare plans of stables and depôts which could be accommodated on the ground purchased, so that they might be considered by the Works Committee in order that such sum as might be necessary for their prompt and efficient establishment and equipment might be placed upon the Estimates for the current year.

It is intended to ask the Works Committee to provide a sum sufficient to meet present requirements, and to provide for blacksmith's plant, tools and repairing plant. The yards obtained are by no means adequate to provide for the requirements of the Council, but as instalments towards a complete scheme in the future they will, no doubt, prove exceedingly useful in many respects.

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### OVERHEAD WIRES.

Owing to the largely increasing number of overhead wires being erected and the difficulty of identification in case of accident in the City, I venture to suggest that in any new Bill which may be promoted, the Council should seek to obtain powers to make and vary by-laws with respect to the identification of overhead wires by registration or other wise; the regulation of wires; the strength of the materials to be employed in placing, maintaining and supporting wires; and by such by-laws to fix and determine the penalties to be imposed on the company or person failing to comply with any of the provisions of the by-laws

and continuing penalties in the event of any such offence being continued after conviction. A code of by-laws of this nature is in operation in London, and has been approved by the Board of Trade. Under such by-laws companies and others owning overhead wires in London are required to supply to the County Council full particulars of such wires.

It may be stated that in London all overhead wires, including those belonging to the Imperial Government, are rated for all municipal purposes.

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### SUBWAYS AND TUNNELS.

This is a question which is rapidly becoming of importance, having regard to the indiscriminate breaking up of public thoroughfares referred to elsewhere. In London the opinion is very generally held that in all new leading thoroughfares, and where possible and convenient in existing thoroughfares, subways should be constructed at sufficient depth in which the water and gas mains, pipes, etc., could be placed. This action of the County Council is in confirmation of a principle which has governed the policy of the County Council for some years, and powers were obtained in Acts authorising street improvements to construct in connection therewith subways, where it was considered they would be advantageous and where the advantage would be commensurate with the cost involved in their construction.

In the Subways Act of 1893 it is provided that in those streets where there are subways the powers of gas and water companies to break up streets shall cease, except so far as may be necessary for certain purposes specified, and the County Council is empowered to make a charge for the use of the subways and supervision of the pipes and wires therein, such charge to be based upon the saving to the company by reason of the pipes being laid and accessible in a subway, instead of being laid or remaining under a street, and any other saving to the company by reason of the subway being used and supervised. Regulations and scales of charges have been laid down. The subways are kept locked so as to prevent the intrusion of unauthorised persons into them, but, in addition to other provisions for entrance to the subways when required or persons having business there, keys are kept for use on emergency at the several Fire Brigade stations nearest to the respective subways, and these keys can be obtained at any hour of the day or night. Electric Lighting Companies are also obliged in streets where there are subways, when required by the County Council so to do, to lay their mains in the subways and pay an annual rent for the use thereof, the amount of such rent to be fixed by agreement, or in case of difference by arbitration of the Board of Trade. The nett income derived from the subways during last year was £1,962 6s. 4d. The expenditure in connection with the subways for the same period, including the wages of the inspectors and their assistants, amounted to £688 8s. 11d.

The Works Committee of the City Council have now under consideration a reference from Council, on the motion of Alderman Lindsay-Thompson, on this matter, having regard to the laying of the electric light mains. It is suggested that in considering the advisability and cost of initiating an underground tunnel system for all mains of a similar character, including gas, water and hydraulic, the question of rating for such accommodation should be taken into account.

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## STREET WATERING.

Having regard to the abnormally dry season, and the fact that the flow in the rivers from which the supply is obtained for replenishing the storage reservoir at Prospect had almost ceased, the Metropolitan Board of Water Supply and Sewerage in February last were under the necessity of requesting the Council to issue instructions to the employees engaged in street watering and gutter flushing to exercise the utmost economy in the use of water for public purposes. The Lord Mayor, recognising the importance of the request, at once issued instructions to the City Surveyor accordingly. The Water Supply and Sewerage Board again wrote in May asking the co-operation of the Council with the Board in the emergency which existed, in issuing instructions to suspend altogether until further notice the operations of street watering and gutter flushing, and, whilst not restricting the use of water for street gully cleansing, that care should be taken to avoid waste; and, further, that the water supply to the various City urinals and conveniences should be shut off between the hours of 11 p.m. and 6 a.m. daily. Instructions were issued forthwith, but before the receipt of the communication the City Surveyor had taken steps to curtail the night flushing, and had also brought additional night brooms into use; all hosemen had also been stopped, and street watering was only being carried out where absolutely necessary to meet public convenience. The greatest care had in fact been exercised all along, and in accordance with the desire expressed by the Board, steps were taken to reduce the output of water to a minimum. In September, the Board intimated that owing to the continuance of the drought, and the great difficulty which had been experienced by the Board in maintaining the supply of water to the metropolitan area, and to the absolute necessity which existed for conserving, as far as possible, the supply then available, they regretted they would be unable during the summer to grant the Council any water whatever for street watering or flushing purposes, and suggested that the Council should consider the advisability of making other provision to meet these services. In reply to this intimation the City Surveyor and Health Officer reported that it would be prejudicial to public health in the event of the water supply being cut off from street gullies, and that by exercising care the water used for this special purpose ought not to be a tax on the water supply. At this stage the importance of making immediate arrangements for utilising salt water for street watering and gully flushing purposes was strongly impressed upon the Lord Mayor. The City Surveyor, on being called upon for a report, stated that in order to utilise salt water it would be necessary to erect pumping plants at various points along the foreshore, and would involve the erection of high-level tanks and laying an extensive system of mains throughout every street with connections, the outlay which would have to be incurred being considerable.

Prior to the stoppage of fresh water consequent on the drought, the Council had used approximately 4,500,000 gallons per week. An investigation of the Point Street Pump showed it to be in good working order, and saltwater mains were found in Harris Street, Regent Street, Wattle Street to Newtown Road, and thence along Cleveland Street, connecting with the mains from Darlinghurst tanks. Numerous stand pipes were erected by the City Surveyor at various points, so that salt water could be easily obtained therefrom, and within a very few days satisfactory arrangements were made whereby 90,000 gallons of salt water per week could be utilised for street watering. An approximate estimate was prepared for tanks, pumps, mains, hydrants, etc., amounting to £19,870 before searching for the disused mains, but in

view of the large expense and length of time intervening before use could be made of them, and the matter being of pressing importance, experiments were made with the old mains, and the success achieved was considered satisfactory. Subsequently it was decided to construct a supply tank in Upper Fort Street, at an estimated cost of £270, and another one at the same cost in Hyde Park, nearly opposite Francis Street, the Trustees of the Park having given permission for its erection. Each of these reserve tanks possesses an approximate holding capacity of about 14,000 gallons.

With a view to further augmenting the supply, arrangements were made under the authority of the Lord Mayor to erect an engine shed at Dawes Point, and to purchase one of Blake's Pressure Pumps with vertical boiler and piping connections, at a total cost of £785. The whole of this work was carried out under the personal superintendence of the City Surveyor, who reported on completion that the pumps and machinery were running satisfactorily, raising 10,000 gallons per hour. During the progress of the work a conference was arranged between the Lord Mayor, the Town Clerk and the City Surveyor as representing the Council, and Mr. H. MacLachlan, Secretary to the Railway Commissioners, and Mr. Kneeshaw, Manager of the Tramways Department, which resulted in a mutual agreement that the Council should assist the Tramways Department by supplying salt water for use on the main trunk lines in the suburbs, and that the width of the water-spread of the tramway sprinklers should be increased so as to lay the dust over the width of the roads along which tramcars passed. By the utilization of the motor tanks in George Street, Pitt Street, and Castlereagh Street all water carts were thus released for service in other thoroughfares. Arrangements were also made in connection with the erection of pumps at convenient stations along the harbour foreshore, whereby the Railway Commissioners agreed to supply electricity at a moderate cost in the event of it being found that the pumps could be driven with less expense by electricity than by steam. The arrangements made with the Railway Commissioners have worked remarkably well and enabled a fairly efficient service to be given, considering the numerous difficulties which the City Surveyor had to contend with. The suburban councils in the immediate vicinity of the City, viz.:—Glebe, Darlington, Paddington and Redfern responded to the request to lend water-carts to the City Council, which was reciprocated by the Council furnishing these Councils with salt water. In addition to supplying the Tramways service of the Railway Commissioners, supplies were also furnished to the Tramways Construction Branch, the South Head Road Trust and the Roads Department, and, generally speaking, with the exception of the supply to street gullies, which proved offensive on decomposition, the watering of the streets under the exceptional difficulties which have prevailed may be looked upon as being a thorough success and highly creditable to the City Surveyor and his Department.

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### OIL ON STREETS—DUST LAYING.

The use of oil for laying dust in public thoroughfares, and also in connection with street formation, has engaged the attention of the Council from time to time during the past year, and on representations made by the Lord Mayor it was determined to make experiments with regard thereto in O'Connell Street, Bridge Street, Macquarie Street, and Queen's Square at a cost of £50. Particulars with regard to this experiment are contained in the annual report of the City Surveyor,

and in a report issued by myself, pursuant to instructions given by the Lord Mayor, and which appears in the appendices in the annual volume of proceedings. This latter report also contains information relative to the use of oil in California, and also with regard to recent experiments in England. The experiment in the streets named was made with oil used cold, whereas, according to Californian experience, it should be sprayed on hot, at a temperature of 180 degrees to 200 degrees. It is but right to add that in California, where the use of oil has been extensively adopted, it appears to have been applied chiefly in the formation of roads, and the most satisfactory results following the application of crude oil to macadam are ensured by using it at the time streets are constructed. The question of cost is a most important factor, which has to be dealt with when considering a change of this drastic character. It is, however, worthy of note that the experiment in one sense appears to have been successful, as the City Surveyor reports that the use of oil has been attended with satisfactory results, so far as laying the dust nuisance is concerned. A typical specification for macadamising streets, which require the use of crude oil in construction, is as follows:—All macadamising shall be done only with hard rock of igneous character, known as hard blue trap rock or hard gray trap rock, which shall lose by abrasion and fracture not more than 20 per cent. of its original weight when subjected to the "Rattler" test, which test shall consist of placing 125 pounds of the macadamising rock, crushed to pieces through a two and one-half inch circular ring, in the machine known as the "Rattler," and revolving at the rate of twenty-eight revolutions per minute, as nearly as practical, for 5,000 revolutions. After the grading and rolling of the street to the proper subgrade, as prescribed, a layer of rock, eight inches in thickness, crushed to pieces through a two and one-half inch ring, shall be spread evenly over the street, which will then be rolled with a roller and made to conform to the section hereto attached and made a part hereof, after which a layer of one inch screenings shall be applied to the entire street surface. The whole is then to be well watered and thoroughly rolled with a roller of not less than ten tons in weight. After watering and rolling it shall be allowed to stand undisturbed for a period of twenty-four hours, when it shall be coated with crude mineral oil of twelve to fourteen gravity Beaume, containing not more than 2 per cent. of water. The oil shall be applied at a temperature of 200 degrees Fahrenheit, the roadway shall be dry and the sun shining at the time of its application, and the ratio of the application shall be one gallon of oil to one square yard of street surface. The application of oil shall be immediately followed by a layer of sand one-half inch in thickness, to be evenly spread over the entire oil surface. Great care shall be exercised to prevent the application of oil to the cross-walks, and one side of the street shall be completed before commencing work on the other.

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### CONTROL OF PUBLIC THOROUGHFARES.

The public inconvenience and annoyance occasioned by the erratic and irregular breaking up of the public thoroughfares is a matter which has occasioned much adverse comment and hostile criticism. Loud and bitter complaints are made with regard to the way in which the roads are kept, but in the present state of the law the powers of the City Council are practically useless. Those who have experience, bitter and trying experience, in these matters know that the exercise of the statutory rights and privileges, which have been granted so freely by Parlia-



ment to the consequent detriment of municipal service and public utility, is, to a very large extent indeed, responsible for the condition of things and renders it impossible for the municipality to maintain the roads properly. The Companies using the streets all exist for private gain or profit. Under such circumstances it is by no means difficult to imagine that a preference is manifested for doing the work which they have to do in such a way as will entail the least cost, even by putting the public to the greatest possible inconvenience. It will be at once seen that municipal control is reduced to a minimum, and the life of a City Surveyor is one of incessant fighting if he is disposed to do his duty, and generally speaking he labours for the most part without any commensurate result. Inconvenience to the public, disturbance and disorganisation of traffic and loss of business to those tradesmen whose premises front upon the street, are matters of no moment to the monopolies concerned.

Under such conditions it is impossible for any municipal authority, on heavily worked thoroughfares, to maintain the roads in such good and proper condition as they should be, with the practically unlimited powers for destruction which the monopolies, created by Statute, possess for making profit out of the public thoroughfares. In theory, the surface of the road is supposed to be the property of the public, held for it by the municipality, and also the subsoil so far as may be required for the public service; but it is as a matter of fact, as it has been happily termed, by a distinguished member of the London County Council, the "happy hunting ground" of those who pay nothing for the right to use the ground underneath or the pavements above, and who, I regret to say, appear to have little or no care in breaking up the surface, whether it be for or against the public interest so long as they can do what they desire to promote the interests of their own concern at what they consider to be the least possible expense to themselves. The sad experience of Sydney, is, however, not by any means unique. The same inconvenience has been caused in London in recent years, and at a conference of representatives of the London County Council, the City Corporation and the local authorities it was resolved that the time had arrived for concentrated action on the part of the local authorities of the metropolis to remedy the inconvenience, annoyance, loss of time and money caused by the operations of the gas, water, telephone, hydraulic and electric lighting companies in laying down, renewing, maintaining and repairing their mains, pipes, services and wires. As one of the official representatives of the Vestry of St. George, Hanover Square, I took part in this conference. It appeared that it had become absolutely necessary, having regard to the annoyance and interference with the free use of the public thoroughfares, caused by the operations of gas and water companies and other bodies, that the County Council, as the central authority of London, should be vested with power to exercise effective control over such operations. The Highways Committee of the Council were of opinion that if the Council were to make a representation to His Majesty's Government, with the object of obtaining such powers, that course would meet with very general approval by the London local authorities, and the people of London generally, and also that it would probably be favourably considered by the Government as enquiries had been made by the Secretary of State for the Home Department as to what action the Council proposed to take with the view of effect being given to the decisions of the Conference. The frequency and large extent of the breaking up of the thoroughfare had, moreover, been the subject of interrogatories in Parliament, the matter having developed into a public scandal; and, provided a proposal to confer upon the Council powers such as those mentioned were



to receive strong support from the local authorities, it seemed probable that it would have a reasonable prospect of being adopted by Parliament. Accordingly, the County Council decided to ask the Corporation of the City of London and the Councils of the respective Metropolitan Boroughs and of the City of Westminster whether they would be prepared to support the London County Council in making a representation to His Majesty's Government as to the necessity for legislation to confer upon the Council, as the central authority for London, powers to make by-laws and regulations, and to enforce compliance therewith, as to the manner in which companies and others who had, for the purpose of executing works in connection with their respective undertakings, statutory rights to break open the public thoroughfares, should exercise such rights, and as to the time at which such works should be commenced and the period within which they should be completed, and the surface of the roads reinstated, and also to compel such companies to move their pipes or wires into any subways which might be constructed by the Council. The City Corporation decided to promote a Bill on the subject, and the other London authorities agreed with the proposals made by the London County Council.

It is worthy of observation, having regard to the experience of the City of Sydney, that in London the Gas and Hydraulic Companies are very highly rated for municipal purposes.

With regard to the City of London proper, it may be stated that recent events have induced the City Corporation to consider seriously what their powers are in relation to the breaking open of the streets by various authorities, companies and persons. It would seem that those powers are insufficient, for the Corporation have decided to proceed with the Bill to enable them to exercise a more thorough control over the streets within the City, and over "the several authorities, companies, bodies, and persons (including the Postmaster-General) having statutory or special powers of opening and breaking up the streets within the City." The Bill will provide that before opening or breaking up any street those intending to commence the work shall give to the Corporation, the City Police Commissioner, and to all who have statutory or special powers affecting such street, not less than two months' notice of such intention; arranging that "the Corporation may thereupon make such requisitions as they may deem necessary or expedient," or as the Bill may provide; and prescribing a fixed period by the Bill or conferring on the Corporation power to declare that in any case in which a street has been opened or broken up for any purpose it shall not again, without the Corporation's consent "after permanent reinstatement and restoration (save in cases of emergency or for connecting service pipes or wires) be opened or broken up for a fixed period to be prescribed by the Bill." Provisions will be inserted in the Bill prescribing during what days and hours, and whether wholly by day or wholly by night, or partly by day and partly by night, the authorities mentioned shall be permitted to exercise their statutory powers of opening and breaking up streets, enabling the Corporation to compel temporary restoration of the surface of a street; providing that whenever the authorities, or any of them, are intending to carry out any works involving opening or breaking up more than one street "that the Corporation shall be empowered, in all such cases, to determine and prescribe the sequence or order in which, and the point or points at which, such streets may be opened or broken up; and prohibiting in any such case the opening or breaking up of such streets, otherwise than in accordance with the requirements of the Corporation." Needless to say, the progress of this Bill in the Imperial Parliament will be watched with much interest.

## HARBOUR TRUST—STREETS AND ROADS.

The Sydney Harbour Trust, having made enquiries with regard to the streets and roads vested in the Commissioners, and asking which of such streets or roads have been dedicated to the public or vested in the City Council, and where such action has not been taken, under what right the street is used, the City Surveyor, in response to my request, has prepared a return, of which the following is a summary:—

*Under Government Control:*—Circular Quay and part of Pitt Street; and New Street, off Erskine Street West, at Balmain Ferry Wharf.

*Public Streets:*—Pitt Street North from south side of Circular Quay; Argyle Street East (a very small portion, namely, from the Quay roadway to the boundary of the land vested in the Trust); Bethel Street; Road leading from George Street North to the Horse Ferry Dock at Dawes Point; Short Street; Devonshire Street; Ferry Lane; Pottinger Street; Kent Street North from the northern side of Windmill Street West from Kent Street to Argyle Street; Argyle Street West from Kent Street to Moore's Road; Miller's Road; Moore's Road north-westerly to end of cubes; Merriman Street; Bettington Street; Wentworth Street; Clyde Street; Hart Street; Agar Street; Sussex Street North from the northern side of Erskine Street; Napoleon Street; Margaret Street West from the western side of Kent Street; Shelley Street; Day Street; Lime Street; Slip Street; King Street North from the western side of Sussex Street; Wharf Street North, from the northern side of Wharf Lane; Market Street West from the western side of Wharf Street; Druitt Street West from the boundary of the Sydney Harbour Trust land to the Harbour; Liverpool Street West from the boundary of the Sydney Harbour Trust land to the Harbour.

*Private Ways:*—Parbury Lane and thence roads to Walker's Wharf and Parbury's Wharf; Crescent Road; Passage at back of MacLean's Wharf and of properties fronting Kent Street; and D'Arcy Street.

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## STRUCTURAL DEFECTS.

It will be observed from a perusal of the Annual Report of the City Building Surveyor that in all 500 specifications dealing with structural defects under Section 38 of the Public Health Act were despatched during the year. The precise manner in which these have been dealt with is as follows:—

Premises where repairs are completed or now in hand	...	206
Premises demolished by owners in preference to executing repairs	... ..	90
Premises in respect of which closing orders have been obtained on proceedings	... ..	32
Premises in respect of which extensions of time have been allowed by Council	... ..	48
Premises belonging to Government	... ..	13
Premises where demolitions not mentioned in Report have been completed	... ..	9
Premises in respect of which action is still pending	...	102
Total	...	<u>500</u>

## SANITARY DEPARTMENT—REORGANISATION.

From time to time the constitution and nature of the duties performed by the staff of the Sanitary Department has been the subject of enquiry and criticism. Indeed, at the present time the Health Committee have under consideration a reference from Council, and an instruction to enquire into the management of the Health Department, with a view to a thorough reorganisation of that branch of the municipal service, and for that purpose the Committee is empowered to examine all papers, books, witnesses, or matter they may deem desirable, with a view to reporting to the Council as to the best means of controlling and regulating this service.

Having regard to the terms of this reference, I have for some time past been engaged in consultation with the City Health Officer with regard to the administration of the Department. The City Health Officer, as the responsible head of the department, engaged in its direct control and regulation, in my opinion justly points out that a due appreciation of the work done by the Department from its constitution to the present time is essential to any consideration of its internal arrangements, and to this end the results of the house-to-house inspection of the City recently completed must be considered.

As regards the staff of the Department, this consists of two divisions—outdoor and indoor.

The outdoor division comprises an Inspector of Nuisances, an Assistant Inspector of Nuisances, eleven male Sanitary Inspectors, and one female Sanitary Inspector, making fourteen altogether; the nominations being made by the City Council with the amount of salary suggested, the actual appointment being made by the Governor, under Section 58 of the Corporation Act. Of the salaries paid to these officers one-half is paid by the Council, the remaining moiety being paid by the State Treasury out of the Consolidated Revenue Fund of the State. The salaries paid to these officers at the present time amount to £2,472 per annum, the Inspector of Nuisances receiving £400, the Assistant Inspector of Nuisances £200, and each of the twelve Sanitary Inspectors £156 per annum. These salaries, I may add, compare favourably with those paid in England for the performance of similar duties. In addition to the foregoing there is a Meat Inspector, holding the certificate of the Sanitary Institute of Great Britain; a Warrant Officer, two notice servers, two disinfecter labourers, and one attendant on the disinfecting and lethal chamber, employed and paid entirely by the Council. At the present time there is also a rat-catching staff of six, who are employed for trapping and poisoning rats in the City—the cost of this staff being £764 8s. The cost of the additional outdoor staff amounts to £1,653 12s., making in the aggregate £4,125 per annum for the outdoor department, less £1,236, the moiety of the salaries of the sanitary inspectors contributed by the Government, the cost to the City being £2,889 per annum.

The indoor staff of the Department consists of a Chief Clerk at £200, an Assistant Clerk at £125—this Assistant Clerk being a certificated Sanitary Inspector by examination, a Junior Clerk at £78, and an office boy at £39 per annum. The total net cost to the City of the outdoor and indoor staff, as enumerated, is £3,331 per annum. The City Health Officer, being the Health Officer for the Metropolitan District, is not paid by the City Council, the whole of his salary being a charge on the Consolidated Revenue Fund of the State.

The duties devolving upon the several officers, and as allocated to them by the City Health Officer, are as follows:—



The Inspector of Nuisances has charge of the whole of the outdoor inspecting staff. He receives general instructions from the City Health Officer, with whom he is in constant daily communication, transmits these instructions in detail to the respective inspectors, and exercises a general supervision over the particular individual work performed by each inspector. He is likewise charged with the responsibility of prosecuting on behalf of the Council in all Police Court cases, and ordinary complaints of nuisances are referred to him for due investigation, and to take such action as may be necessary to enforce the removal or abatement of such nuisances.

The Assistant Inspector of Nuisances has charge of a district of the City, and he takes the place of the Inspector of Nuisances in the absence of the latter officer.

Certain of the Sanitary Inspectors are detailed for special duties. For instance, the duties of one Inspector consist entirely in the supervision and inspection of foods other than meat. This officer is required to take samples of food for analysis, and to attend to the condition of the dairies and milk shops of the City. The inspection of Common Lodging Houses is the duty of another officer. A third has charge of the disinfection of all premises on which cases of infectious diseases have been notified, or deaths from phthisis have occurred, and he serves all notices required under the Infectious Disease part of the Public Health Act. The remaining members of the male staff are graded as District Inspectors. Each one has charge of a particular district of the City, for the sanitary condition of which he is, to a great extent, responsible, and which he is required to inspect in detail. Not only is an Inspector required to inspect his district systematically at certain periods, but at intervals as occasion may require, and it is part of his duty to keep himself well informed in respect of the nuisances existing therein that require abatement, and immediately on receiving notice of the existence of any nuisance within his district, or of the breach of any by-laws or regulations made by the Board of Health or the City Council for the suppression of any nuisances within the City, he is required, as early as practicable, to visit the spot and inquire into such alleged nuisance or breach of by-laws or regulations. It also forms part of the duty of each Inspector to report to the City Health Officer any noxious or offensive businesses, trades or manufactories established within his district and the breach or non-observance of any by-law or regulation made in respect of the same. Each Inspector is also required to enter, from day to day, in a book provided for the purpose, particulars of his inspections and of the action taken by him in the execution of his duties.

These particulars comprise the situation of the premises, with the name of the owner and occupier and the amount of rent paid; the number and dimensions of the living and sleeping rooms, ventilation arrangements, the material and condition of the building as regards roof, walls and floors; ventilation of basement, damp course, size and condition of yard, number of inmates—adults and children, water closet accommodation, drainage arrangements, water supply, condition of stables (if attached), nuisances from other causes and matters noted for reference to other departments. It will be seen from this schedule that the duties are extensive, and the daily clerical work by no means light in relation to systematic house-to-house inspection. In addition to the foregoing, the Inspectors also keep a detailed office register of inspections on similar lines, which registers are daily submitted to the Inspector of Nuisances, who authorises the requisite action to be taken, and at the end of each week these registers are submitted to and inspected by the City Health Officer.



The duties apportioned to the female Sanitary Inspector are set out under the heading relating to the appointment, and need not be here repeated. The titles of the several officers, who are entirely paid by the Council, fully explains the nature of the duties performed by them. In addition to the service of notices, the Notice Servers are frequently employed for the detection and repression of offences committed against the Council's by-laws, as, for instance, where it is necessary to station an officer to watch for the prevention of the tipping of refuse in vacant lots of ground or in back streets and lanes. During one portion of the year, one of the Notice Servers renders assistance to the Meat Inspector in the inspection at the Railway Station of the rabbits, which are conveyed into the City in greatly increasing numbers, and of which a great quantity are seized and destroyed every year as being unfit for food.

The first complete house-to-house inspection of the City was commenced in May, 1901, and was completed in the second week in October, 1902, the work being thus extended over a period of seventeen months, from which, however, should be deducted nearly four months, the period covered by the outbreak of bubonic plague, when, owing to the pressure of other urgent duties, the work of routine house-to-house inspection had perforce to be suspended for the time being. The recorded results of the completed inspection show that 22,020 dwellings were inspected, the word dwelling being taken in its comprehensive sense, and including all business and office buildings. Assuming that nine of the inspecting staff were engaged in this duty for a period of thirteen months, or fifty-six weeks, that would apportion 2,447 dwellings to each inspector for such period, or 7·8 for each working day, after making allowance for Sundays, public holidays, and annual holidays. This, however, by no means represents the total number of visits of inspection, as where defects were found subsequent visits of re-inspection were absolutely necessary, and in many instances the visits of re-inspection may be taken as at least three in number, and in some cases more. Again, during the same period the Inspectors were required to take notice of and act in all cases of complaint made through the Town Hall, which occupied a considerable amount of time. Of the total number of dwellings inspected, viz., 22,020, 89 dwellings, or 4 per cent., were dwellings consisting of a single room only; 568 dwellings, or 2·6 per cent., were two-roomed habitations; 2,343 dwellings, or just over 10·6 per cent., contained three rooms each; and 19,020 dwellings, or 86·4 per cent., of the total number contained four rooms or more.

As a result of this inspection and the nature of the defects discovered, it was ascertained that 9,465 dwellings possessed drains which were not properly disconnected from the sewers, that is to say, 42·9 per cent. of the dwellings in the City were a source of danger to the public health from this one cause. Defective ventilation of drains was found in 8,701 dwellings, equivalent to 39·5 per cent. of the total number, and in 8,146 instances, equivalent to 26·9 per cent. of the total number, the sanitary fittings were of a more or less defective character.

The defects included under this last heading were various, the most common being bad forms of gullies, defective flushing apparatus, and untrapped wastes to baths and kitchen sinks; many serious, some trivial apparently, but all more or less constituting a danger to public health. In addition to the foregoing, defective and leaking roofs were found in 2,996 dwellings; insufficient ventilation of living rooms was found in 10,865 dwellings; deficient ventilation under floors in 7,112 dwellings; 2,766 dwellings were without efficient dampcourses in the walls, and in 2,490 dwellings the internal walls showed signs of dampness. Including

the last-mentioned defect the inspection showed an average of 2·3 to each dwelling in the City, or omitting the last-mentioned defect as being somewhat difficult to deal with in applying an effective remedy, the inspection showed an average of 2·27 to each dwelling in the City. These figures are somewhat appalling, and in themselves afford a justification for the constitution of an apparently expensive department of municipal service. But even at this stage the record is not complete, as 559 dwellings contained one or more rooms not efficiently lighted by windows to the open air, and signs of infestation by rats were discovered in 2,065 dwellings, and 1,261 buildings were found to be in such a ruinous or dilapidated condition as to render it necessary to refer them to the City Building Surveyor for repairing specifications, under Section 58 of the Public Health Act, or to the City Surveyor for demolition in terms of Section 84 of the Sydney Corporation Act.

With a view to the application of remedial measures, and the removal of the various faulty conditions disclosed by the inspection, 17,877 notices have been served in terms of the Public Health Act, and 4,009 notices in terms of the Sydney Corporation Act—a total of 21,886 notices, equivalent to 99·4 per cent. of the total number of dwellings in the City.

As to the actual work which has been done by owners in the way of compliance with the requirements of the notices served—the most efficient and only true test of departmental worth—the City Health Officer expresses the opinion that it is as yet too early to report definitely. A considerable number of the notices were served towards the close of last year, and therefore too recently for complete compliance to have been possible, and the re-inspection of so large a number of dwellings involves a vast amount of labour, and takes a considerable time. It is, however, worthy of being recorded that 12,792 notices, or 58·4 per cent. of the total number served, have been registered in the books of the Sanitary Department as having been fully complied with.

Furthermore, in a large number of other cases, the works necessary for compliance with the requirements of the notices are in hand, and re-inspections are daily discovering that compliance has been made with additional notices, and the list of registered notices where full compliance has been made is daily on the increase.

Taking the whole of the facts into consideration, not omitting the important one that a new department was constituted at short notice, it must be admitted by all who have made a careful study of the work which has been accomplished that the department has justified its existence as an adjunct of municipal service of primary importance, and is one which must be continued.

With regard to a possible reduction in the numerical strength of the inspecting staff, which has on more than one occasion been discussed, the City Health Officer is most emphatic in his declaration that whilst there is much cause for gratification that hitherto the City of Sydney has been free this year from the re-introduction of plague, this fact notwithstanding, it is unquestionable that there is even yet a possible danger of such re-introduction. It is a generally well authenticated fact that plague still continues to exist in seaports—Hong Kong and San Francisco for instance—with which the port of Sydney is in frequent communication, added to which the occurrence of recent cases of the disease in the neighbouring States of Queensland and Western Australia is a warning as to the possibility of its re-introduction by land. Under the admonitory conditions now prevailing, the City Health Officer considers that the efficiency of the Sanitary Department of civic administration should not be impaired or imperilled by a reduction in

the inspecting staff of that department, a department charged with the discharge of all matters appertaining to public health, and whose efficiency or inefficiency is fraught with good or evil as the case may be to the general community. Another consideration which appears to be not unimportant, and upon which the City Health Officer very properly lays much stress, is the fact that a large number of notices, dealing with sanitary defects in dwellings remain still uncomplied with. Until they have all been satisfactorily complied with in all particulars, and a clean record submitted to the Council with regard to the practical and beneficial results of the house-to-house inspection, which desired end cannot possibly be achieved in its entirety before the lapse of several months at least, the City Health Officer considers, after most mature consideration, that the existing staff will be no more than adequate numerically for the work to be done efficiently and with credit to the Council.

For these considerations Dr. Armstrong has no hesitation in stating that a reduction in the inspecting staff at the present time would be inopportune. It will be within the recollection of the Council that during the past year two vacancies in the inspecting staff were created by promotion and retirement. At the time I reported that in my judgment there was no necessity to fill up the vacancies, the existing staff being quite adequate to meet the pressure then existing, and by a re-apportionment of districts no undue tax would be made on any individual inspector. The Health Committee coincided with this view, and the vacancies were not filled up.

Although there does not appear to be any regular rule laid down as regards the number of sanitary inspectors to be allocated in respect of population, or the number of dwellings, it is usual, according to the practice adopted by many representative English boroughs to appoint one sanitary inspector for every 10,000 of population, or one for every 2,000 dwellings, and dwellings in these cases do not include buildings of the warehouse class, but buildings of a purely residential character. In London, however, this custom is not generally followed as regards population, and there is no place in the United Kingdom where the duties of the Sanitary Department are better attended to or more efficiently discharged. According to a return prepared by Dr. Shirley Murphy, Medical Officer of Health to the London County Council, the number of sanitary inspectors in the whole of London in 1893 was 188, in 1894 219, in 1895 228, in 1898 256, and in 1901 275. On the basis of the 1901 census, there is now one sanitary inspector to every 16,500 of population; and one sanitary inspector to every 2,250 dwellings in Greater London. A hard and fast rule, however, cannot be defined with regard to population and dwellings, as the circumstances of each particular district must to some extent determine the number of inspectors. Under existing arrangements in Sydney it will be observed that certain inspectors are set apart for specific duties. In England, however, it is the custom in many places for an inspector to be assigned a certain district and to discharge the whole of the duties appertaining to that district; that is to say, one sanitary inspector discharges the duties of inspector of nuisances for that district, and also as inspector of common lodging houses for that district, and as inspector under the Sale of Foods and Drugs Act for that district, and in the majority of cases as meat inspector for the same district. By this procedure, it is maintained, no special office is created, no special duty is assigned to one man; *all* are equally qualified by examination, and each is competent to fill another's place at a minute's notice, and the system works efficiently and well. Apart from this it is properly argued that such a system possesses distinct advantages in the fact that the sanitary inspectors do not fit into a groove or become too familiar or unduly lenient



in the discharge of their duties, seeing that they are liable to be transferred from time to time from one district to another at very short notice. This alone assists to maintain efficiency, as the inspectors strive by a healthy rivalry and a laudable ambition to excel, so that any change in their district may not prejudicially affect them, the result being that districts are well maintained in good order.

In order that ratepayers may not be unduly harassed by "many men, many minds," each with his own pet foible as regards ventilation, trapping, etc., a recognised system of policy is laid down by the medical officer, general principles are adopted with regard to requirements in certain cases, and these are rigidly adhered to, and where they are departed from such departure must be personally authorised by the Medical Officer of Health, and only then after satisfying himself by a personal inspection of the premises that the circumstances warrant a departure from the beaten track. It will be seen from this that reasonable and proper protection is afforded to the citizens when changes are made in the *personnel* of the inspecting staff of any given district. In England, according to the conditions laid down by the Local Government Board, the conditions governing an appointment as sanitary inspector provide that he shall not only discharge the duties of sanitary inspection for the prevention and abatement of nuisances, but that he shall from time to time and upon complaint immediately visit and inspect the shops and places kept or used for the preparation or sale of butcher's meat, poultry, fish, fruit, vegetables, corn, bread, flour, milk, or other articles to which the provisions of the Public Health Act apply. He is also required to procure samples of food, drink or drugs for analysis; to attend to all matters in his district other than those devolving by statute upon the Health Officer in relation to any contagious, infectious or epidemic disease, and the surveillance of lodging-houses within his district. From this it will be observed that efforts are made to preserve each district as a self-contained area for all sanitary and health purposes, and that the sanitary inspector must look upon his district as an estate to be kept in order. In some places, however, special officers are appointed for special purposes, such as the inspection of meat, food and drugs, etc., and on this point local circumstances must necessarily influence the decision.

Altogether the City Council at the present time has fifteen inspectors, that is, one for every 7,500 of the population according to the last census, and one for every 1,500 dwelling houses within the limits of the City. It may be argued that the Inspector of Nuisances, as the head of the inspecting staff, and the Meat Inspector ought not to be included, but for purposes of comparison such inclusion is necessary.

Until such time as the whole of the notices served have been complied with I do not think it would be advisable to make any change, neither do I think it would be wise to materially reduce the inspecting staff at the present time. I concur with the view of the City Health Officer that the time for a reduction of staff is inopportune. But I, at the same time, consider that under normal conditions and with the work entailed by the house-to-house inspections completed, the inspecting staff might safely be further reduced. In the event of the staff being reduced from fifteen to thirteen inspectors all told, I am satisfied that as the heavy work of house-to-house inspection is in effect complete, the work devolving upon the inspectors ought to be efficiently executed and their duties adequately performed, and that the municipal sanitary service ought not to suffer. If the inspecting staff is fixed at thirteen in number this would be one for every 8,650 of the population based on the 1901 census, and one for every 1,700 dwelling houses; or, in the event of the Inspector of Nuisances being excluded, there would be an



Inspector for every 9,350 of the population and one for every 1,850 dwelling houses, which, under ordinary conditions ought to be ample for all purposes. With regard to the re-arrangement of districts and re-allocation of duties with a view to interchange of districts from time to time, this is a matter which is now being considered by the City Health Officer and myself.

The clerical staff previously mentioned is practically under the control of the Chief Clerk, Mr. C. A. Bros, acting under the direction of the City Health Officer. The Chief Clerk was promoted to that position in November, 1901, and on the testimony of the City Health Officer, which I can confirm from personal observation, has shown himself to be a reliable and efficient officer, and very successful in the management of the details of the routine work of the office and such duties of the inspectors as come under his supervision. The clerical duties of the Department embrace the following:—Keeping a register in book form of all complaints received, and notices issued under the Sydney Corporation Act or the By-laws made thereunder; keeping a register of all notices served under Section 65 of the Public Health Act; keeping a record on the card system of every inspection made and of any notice issued as a result of such inspection, such card being retained and filed for reference as a permanent record of every house in the City; preparing all notices in duplicate and issuing the same; keeping a register of all food samples taken for analysis and registering the results of such analysis; preparing all police court summonses; preparing court sheets in connection with prosecutions; keeping court books, and a register of all police court proceedings and magisterial decisions thereon; preparing applications for registration as purveyors of milk; keeping a record of all licenses issued, and a register issuing letters of reminder, signed by the Town Clerk, in cases where the requirements of notices have not been complied with within a reasonable time; receiving and recording all complaints by telephone; attending to all personal complaints made by the public and registering the same; typing in duplicate, and sending out notices under the Common Lodging House By-laws; receiving, registering and transmitting to the Medical Officer of Health all notifications received in the matter of infectious diseases; collecting daily from the Registrar-General's office particulars of all deaths registered in the City, and keeping an office register of the same; and typing copies of all reports made by the City Health Officer. Having regard to the immense amount of detailed work involved, and knowing from personal experience the time occupied in the preparation and registering of notices alone, seeing they are all personally sealed and signed by myself, I cannot recommend any alteration in the clerical staff, more especially as a reduction would tend to materially imperil its efficiency. The members of the clerical staff of the Department perform their duties with zeal and discretion, and from what I have been able to ascertain have proved energetic, reliable and obliging to the public. The staff is not only working up to its full capacity at the present time but, like other Departments in the service, has to work excessively long hours, and I do not think it possible to dispense with the services of a single officer at the present juncture.

Charges by implication and innuendo have from time to time been made and suggested by citizens through Aldermen against certain members of the inspecting staff, but no definite charge has ever been preferred. I therefore respectfully submit, and with all due deference, that unless charges are properly formulated so that due inquiry can be made into the truth thereof in the presence of the individual charged with neglect or excess of duty or other *laches*, they should not be listened to or entertained for one moment.

With regard to the control and regulation of the Public Health Department of the service, this is a matter primarily for the City Health Officer, who is responsible to the Council for proper departmental administration. Questions have also arisen from time to time with regard to the position of the Inspector of Nuisances. In this respect I cannot do better than state that, according to the regulations laid down by the Local Government Board in England, he is required to perform such duties as are imposed upon him by special direction of the Council, or so far as authorised by the Council under the directions of the Medical Officer of Health, or in cases where no such directions are required, but where statutory obligations are imposed upon him, without such directions. In effect, this regulation, without any specific resolution of the Council, is in operation here, and I am not aware of any inconvenience being occasioned to the public thereby. The office of Inspector of Nuisances is usually described as a statutory one, and there are a number of sections of the Corporation and City Improvement Acts and By-laws that give that officer an independent and discretionary power, apart from any other officer. Section 210 of the Sydney Corporation Act of 1902 provides that all complaints or other legal proceedings for breaches of that Act or By-laws made under its authority may be laid and taken by the Inspector of Nuisances. Apparently the responsibility rests with that officer. Any other officer would require in each case special authority to prosecute. The Council also at the regular meetings appoints the Inspector of Nuisances, by name, to take any proceedings under Sections 58 and 65 of the Public Health Act, 1902.

The following sections of the Sydney Corporation Act, 1902, give the Inspector of Nuisances certain powers:—Section 171: Issue of notice to remove certain nuisances; Section 180 provides for the inspection of premises and opening of ground, if necessary, by Inspector of Nuisances; Section 183: Power to issue notice for the removal of offensive matter, etc.; Section 188: Inspector of Nuisances may seize and condemn any meat, poultry, etc., unfit for food.

The following sections of the City Improvement Act also confer upon the Inspector of Nuisances definite powers in conjunction with and independent of other officers:—Section 31 (inoperative, but not repealed): Power with other officers to condemn buildings; Section 32: In conjunction with City Health Officer and City Building Surveyor to approve of position of plans of new W.C's., etc.; Section 33: In conjunction with City Health Officer to issue notices for insufficient closet accommodation; Section 34: In conjunction with City Health Officer and City Building Surveyor to issue notices for the removal and alteration of stables, closets, etc.; Section 35: In conjunction with City Health Officer and City Building Surveyor to approve of site and plans of new stables.

In addition to the laying of all informations in connection with the By-laws, the Inspector of Nuisances is empowered to issue notices in connection with the following matters:—Removal of nuisances when required, paving of stables, etc., abatement of any smoke nuisance, specifying the number of water closets allowed, etc., paving of produce stores, repairing flooring and skirting of buildings, etc., and in the By-law relating to governing butchers and slaughter-houses the power is exercised in conjunction with the City Health Officer. Under the Public Health Act, 1902, the following duties—in addition to prosecuting for breaches of the 58th and 65th Sections—devolve upon the Inspector of Nuisances, as Sanitary Inspector to the Local Authority:—Action with the City Health Officer and City Building Surveyor on premises submitted to Council as unfit for habitation under Section 58; the issue of notices in connection with infectious diseases, registration of dairies

and milk vendors; and the schedules in connection with the By-laws governing Common Lodging Houses.

In the performance of the above duties a certain amount of correspondence is entailed, and a number of communications and complaints received daily, addressed to the Inspector of Nuisances, Chief Sanitary Inspector, etc., which are opened and minuted by the Inspector of Nuisances, and distributed to the Officers of the Department with instructions to take certain action.

Having regard to these practically independent powers conferred upon the Inspector of Nuisances by Statute, and by By-law, it has been indirectly suggested that the Inspector of Nuisances should be recognised as the official head of the Inspecting Staff of the Council. In practice he is the head in many respects, but he is responsible to the City Health Officer, and the City Health Officer is directly responsible to the Council, and this responsibility should not, in my judgment, be interfered with in the slightest, otherwise discipline will be at a discount, and the service as a whole will necessarily suffer, and efficiency deteriorate. An Inspector of Nuisances as head of the Inspecting Staff, with a City Health Officer in active control of other branches of the Department, seems to be almost an anachronism, and is a position which I am not prepared to recommend as either feasible or desirable. There can be only one recognised responsible departmental head, and dual control and divided responsibility should in this as in other things be discouraged by every means. At the same time, I recognise that according to the terms of my appointment as Town Clerk, the duties of the position comprise those of "Chief Executive Officer of the Council, and General Administrator of the Corporation Services." This being so, the matter of control and regulation of this branch of the service comes within my purview, and I do not for one moment desire to shirk or evade the responsibility. But whilst I should not hesitate to intervene should necessity arise, I do not think it is my province, neither do I think the Council expect that I should interfere in matters of ordinary routine and detail, although keeping myself fully conversant with the general proceedings of the Department. The City Health Officer is the recognised official head of the Department, the Town Clerk is by resolution of the Council the recognised head of the Service, and there is a clear distinction and a difference, and the policy of the Town Clerk should continue to be, as it has been during the past year, to work *with* the departmental head in the duties of supervision and administration rather than attempt to supersede the head of the Department. Whilst fully prepared, therefore, to maintain the position conferred upon me by the Council, I am also prepared to jealously guard the privileges and prerogatives of the heads of Departments, consistently with my duty to the service as a whole. Therefore, all things considered, I am of opinion that the City Health Officer should continue to be the recognised head of the Sanitary Department, with the Inspector of Nuisances as his principal executive officer, and that as regards the reduction of the Inspecting Staff, a reduction of two in number may be properly carried out as time and opportunity occur

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#### LADY SANITARY INSPECTOR.

The matter of the appointment of a Lady Sanitary Inspector was strongly advocated by a deputation of ladies representing the Women's Progressive Association of New South Wales, which waited upon the



Lord Mayor in February last year. The deputation strongly urged the appointment of two Lady Sanitary Inspectors as being necessary, and argued in support thereof that, whilst the male Sanitary Inspectors dealt with the sanitary conditions and requirements of public buildings and factories and workshops, Lady Inspectors could find a great field for useful energy by operating amongst the private dwellings, instructing householders how to keep the homes clean and disinfected, and advising them generally in relation to other important matters connected with sanitation and hygienic conditions. Examples were submitted with regard to the efficient character of the work performed by female inspectors in the principal civilised cities in Europe and America, and it was now admitted by the Local Government Board of Great Britain, the Sanitary Institute of Great Britain, and the Institute of Public Health, and the Sanitary Congresses held from time to time, that in the discharge of many important functions connected with household sanitation, male inspectors were not as useful as the women, there being departments of house life which women more fully understood. The Lord Mayor pointed out that whilst the City Council could nominate, the actual appointment was subject to approval by the Government, who contributed one moiety of the salary, but promised that the matter would be again brought before the Council for consideration. At a later stage the Council decided to appoint a duly qualified Lady Sanitary Inspector. At that time Miss M. E. Ferguson was the only female Sanitary Inspector in the Commonwealth, and she received the appointment. Miss Ferguson's appointment did not terminate her connection with the Sanitary Department of the Sydney Technical College, where she entered the more advanced classes. At the recent examinations she succeeded in being placed first in the pass list in each of the courses, A, B, C, and in the latter obtaining honours and so winning the gold medal presented by the Metropolitan Water Supply and Sewerage Board to the Student of the Sanitary Engineering Classes at the Sydney Technical College, obtaining the highest pass in honours in the final year in Sanitary Engineering, which is justly looked upon as the "blue ribbon" of the sanitary classes in Australia.

The appointment of a Lady Sanitary Inspector, although a new departure, appears to have been fully justified by results. It cannot be denied that the appointment of a female inspector was purely experimental in character, and I confess that for some little time, knowing the work was mostly pioneer and that the occupant of the office practically entered upon her duties as a novitiate, misgivings were entertained as to the success of the experiment. The apportionment of duties to the female inspector comprises those appertaining to visiting and reporting on all places of business in which females are employed, and she is required to periodically visit and exercise supervision over the sanitary conveniences for females which exist in the City. She is also charged with the special duty of visiting dwellings to which the attention of the City Health Officer has been directed by the occurrence in them of deaths from infantile diarrhœa, or in other ways, and advising housewives as to the sanitary maintenance of their dwellings. What has been done up to the present time has been done well on the testimony of the City Health Officer, and has been a sufficient justification for her appointment, and its practical worth will be accepted by the citizens at large. In no single instance has any complaint been made with regard to any visit causing the slightest unpleasantness or resentment or given rise to any objection, and this certainly speaks well for the tact and discretion displayed.



## PUBLIC HEALTH.

The sanitary condition of the City has been watched over by Dr. Armstrong, City Health Officer, who has presented monthly reports to the Health Committee dealing with the subject, and giving in addition a return containing particulars in tabulated form with regard to the general work of the Department, more particularly with regard to Infectious Diseases, Smoke Nuisance Abatement, Milk Vendors, Food Samples, Meat Depôts, Butchers' Shops, House-to-House Work, Common Lodging Houses, Rat Destruction, Notices issued under the Public Health Acts, The Sydney Corporation Acts and the By-laws made thereunder, and summonses issued in respect of certain offences. This return was prepared at my suggestion in the early part of last year, and has been invaluable in furnishing information to the Committee month by month. Such of the subjects as call for special reference are dealt with in this report under separate headings.

On the general question of the preservation and conservation of public health, I may at this stage, before making special reference to such items as have come under observation during the past year, be permitted to quote the words of Sir Charles Cameron, C.B., who is in the front rank of experts in sanitary science—"Every sanitary improvement is a preventive of disease"; and if only the ratepayers—that patient body who all the civic world over pay rates and grumble, who go about with their eyes wide open, seeing much to do, but giving no credit for anything done, and withal seeing nothing for their money, who are deaf and cannot hear what is being done for it—would but remember the fact which Sir Charles Cameron gives and which experience and thought proves to be a well-founded fact, much encouragement would be given to those who, as members of Municipal bodies, give ungrudgingly of their time and energies to preserve the health of the people.

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## DEATH-RATE COMPARISONS.

In that part of the City Health Officer's annual report dealing with vital statistics, it will be observed that the death rate is equivalent to 14·12 per 1,000 living. These figures are interesting when compared with the death rate of the thirty-three "great" towns, as they are called by the Registrar-General of England and Wales, which were as follows—

Croydon ... ..	12·9	Birkenhead ... ..	18·4
Derby ... ..	14·7	Nottingham ... ..	18·4
Cardiff ... ..	14·9	Norwich ... ..	18·5
Leicester ... ..	15·7	Hull ... ..	18·6
Huddersfield ... ..	16·2	Oldham ... ..	19·1
Halifax ... ..	16·3	Blackburn ... ..	19·2
Bristol ... ..	16·4	Leeds ... ..	19·2
Brighton... ..	16·5	Birmingham ... ..	20·5
Bradford... ..	16·6	Preston ... ..	20·6
West Ham ... ..	17·1	Sheffield ... ..	20·6
Wolverton ... ..	17·1	Sunderland ... ..	21·3
Portsmouth ... ..	17·6	Newcastle ... ..	21·4
London ... ..	17·7	Gateshead ... ..	21·5
Swansea ... ..	18·0	Salford ... ..	21·7
Burnley ... ..	18·1	Manchester ... ..	22·0
Plymouth ... ..	18·2	Liverpool ... ..	22·8
Bolton ... ..	18·3	SYDNEY ... ..	14·12

Croydon, it will be observed, maintains the high position it has so long held, to the great credit of its governing body. This time it has

out-distanced the next healthiest town by a far larger difference than is to be found between any two other towns next to one another on the list. It is creditable, too, to such large industrial centres as Derby, Cardiff, Leicester, Huddersfield, Halifax and Bristol that they should have managed to outstrip Brighton. Of the purely manufacturing towns Leicester occupies the best position, and justifies the faith of its local authority in advanced sanitation. Sydney, it will be noticed, ranks fourth, being preceded by Croydon, Derby, and Cardiff.

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### PUBLICATION OF PUBLIC HEALTH BY-LAWS.

Acting on the recommendation of the Parliamentary and By-laws Committee, made on the initiative of Alderman Meagher, M.L.A., Vice-Chairman of the Committee, copies of the by-laws relating to public health were exhibited on instructions given by the Health Committee in the following public places:—Fruit Exchange (2); General Post Office; North Shore Ferry; Queen Victoria Markets Buildings; Town Hall; Water Police Court; and Water Supply and Sewerage Department Buildings.

Permission was readily obtained from the responsible authorities, and the acknowledgments of the Council were duly conveyed in appreciation of the concession.

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### PHTHISIS.

Up-to-date methods in theory and practice in the preventive side of tuberculosis, aptly described as the curse of Europe, and apparently making great ravages on the Australian Continent, must of necessity commend themselves to a municipality having at heart the welfare of the people. When men of the distinguished professional standing of Lord Lister, Professor Koch, Professor Brouardel, Professor Delépine, Professor Clifford Albutt, Professor Ravenal, Professor Oslin, Drs. Theo. Williams, Burney, Yeo, Herman Weber, Eric Francis, and McCall Anderson, and other eminent men of world-wide fame in clinical and pathological research and attainments contribute to discussion on this great danger to the public weal, though it be not by the addition of fresh knowledge but by the accentuation of certain generally accepted views, the matter is of sufficiently grave and pressing import to merit reference.

During the past year, the whole medical and municipal world has been largely interested in this question, and when these views are presented, as they have been presented, in a variety of ways, with varying degrees of emphasis, by different scientists from all parts of the world, their import is more easily grasped, and the impression made on the mind is so much the more indelible. Facts such as have been adduced stimulate workers to new methods of inquiry. Among some it suggests fresh investigation of what appeared to be settled dogmas casting healthy doubt in various directions, among others strengthening old beliefs and encouraging progress on old lines. At no distant date the members of the Council may be called upon to interest themselves more closely in the investigation of this subject and it is to be hoped that the matter will be approached with courage, perseverance and intelligent zeal, and an appreciation of the end in view.

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## COMPULSORY NOTIFICATION OF PHTHISIS.

The compulsory notification of phthisis is, I am glad to find, provided for in the Public Health Amendment Bill, and the Board of Health are to be congratulated upon taking this decisive step in advance.

The proceedings of the recent Congress of the Royal Institute of Public Health held in England, show the great advantages derivable from compulsory notification of this insidious disease. It is well known that since the period of the discovery of the tubercle bacillus in the early eighties, and its co-ordinate relationship to tuberculosis in its various forms as cause and effect, became an established fact, the medical profession has been practically unanimous in considering these affections, and phthisis especially as a communicable disease, and yet the importance of the fact does not appear to have been fully recognised, or the great possibilities of preventing the disease which underlie it adequately realised. The adoption and strict observance of very simple precautions tend to minimise the evil, and compulsory notification is a necessary means to an end.

A great deal has already been done in providing sanatoria in various parts of the country, and a number of public bodies have taken the matter up. It is, however, admitted that the primary and chief object of these institutions is to cure the disease, but there is something infinitely better than cure, and that is prevention, and, as His Majesty the King said at the International Congress of Hygiene and Demography, "If preventable why not prevented?" If the disease is to be combated with success, and the death rate therefrom markedly diminished within a reasonable time, not only must curative means be provided, but preventative action must also be carried out in a most energetic and thorough manner.

The various health authorities, however, are unable to do anything in this direction unless the names of patients suffering from the disease and their residences are known. Notification, therefore, to be of far-reaching value, and a universal success must essentially be compulsory and not optional. Compulsory notification has been adopted in Norway, but so recently that results of its administration are not yet forthcoming. It is also in operation in a great many cities and States in America, and in New York, corrupt though it be in many phases of municipal administration, it has been so for several years. In New York compulsory notification has brought out and emphasised three important facts, viz. :—

1. That the disease occurs chiefly in infected areas.
2. That fresh cases are notified year after year in individual houses infected with the disease.
3. That compulsory notification followed by the sanitary precautions where such notification renders possible, leads to a marked diminution in the death rate from the disease.

Having regard to these results, it is gratifying to find that the Board of Health have taken a step in the right direction. The truth of the old proverb, "Prevention is better than cure," is nowhere more self-evident than when applied to phthisis, and in the absolute belief in another old proverb, "Knowledge is power," I advocate the widest publicity being given to the people that the sputum from consumptive patients is full of consumptive germs, and that these germs must be killed or they will float about and infect others. As a means, therefore, of educating the people, every form of consumption ought, in my

judgment, to be made compulsorily notifiable by Act of Parliament. The effect of compulsory notification would mean that the medical fraternity would ever be on the alert to recognise the commencement of the disease when it may be in a curative stage, instead of sufferers being allowed to struggle on until their condition is hopeless. Again, by notification the attention of the sanitary authority would be called early to any new centre of infection. As in plague and other cases of infectious disease, the house or habitation would become a centre for thorough and official cleansing and disinfection on the termination of the case. A set of approved, printed instructions for the effectual treatment of the sputa, proper ventilation of the house and isolation of the patient, and the supply of efficient germicide, with instructions as to use, would be productive of great good, and while there might be some cost to the rates and hardships entailed upon individuals and cost to landlords for disinfection and cleansing, the old adage, "The greatest good to the greatest number," would undoubtedly apply, and the inconvenience and hardships imposed on the few be amply justified by beneficial results to the community at large.

The active crusade upon which the London County Council recently embarked against the filthy practice of expectoration in tram cars and 'buses is the first pronounced step of an active character taken in England towards the prevention of lung tuberculosis or consumption. The dissemination of tuberculosis sputum is fraught with much evil, and every step taken to prevent such dissemination deserves every possible encouragement. To this source alone one death every hour or so may be traced in London alone, or about 9,000 deaths per annum. In Germany, where the facts are matters of common knowledge, the tuberculosis death rate has been diminished by five times as much as in Great Britain since the discovery of the tubercle bacillus by Dr. Koch, in 1881. With this important result in view no apology is needed for expressing the hope that the by-law passed by the Council prohibiting expectoration on public footways will be rigidly enforced and higher penalties imposed on recurring offenders, and that the Railway Commissioners and the Directors of the Sydney Ferries will speedily see their way to adopt a similar by-law applicable to the public vehicles and vessels used for passenger transit under their respective control.

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### INFECTIOUS DISEASES.

The Council continues to receive regular returns of notified cases of infectious diseases, which are carefully investigated and systematically inquired into by the City Health Officer. In the annual report of the City Health Officer are given the results of the tabulation and the study of these returns. In relation to this matter of notification the London County Council last year suggested to the Registrar-General the desirability of including in the periodical return of births, marriages and deaths, statistics of notified cases of infectious disease occurring in London. The Registrar-General concurred with the suggestion, and for this purpose the statistics are completed and furnished to the Registrar-General by the Medical Officer of Health.

With a view to making the returns even more comprehensive and useful the City Health Officer might be asked to consider the desirability of amplifying them to the extent suggested.

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## DISINFECTION.

Whenever there is prevalence or threatening of any outbreak of any epidemic disease, it is of more than common importance that the statutory powers conferred upon sanitary authorities for the protection of public health should be well and judiciously exercised by those authorities, and Health Officers charged with the responsibility of discharging those duties. The importance of prompt disinfection on the close of an infectious case, or on the removal of a patient to a hospital, cannot be over-estimated.

It will be observed in the Annual Report of the City Health Officer that there were seventy refusals to allow disinfection. On being called upon by the Lord Mayor for information as to the action taken in these cases, the City Health Officer states that in thirty-two of these cases the disease was phthisis, which is not an infectious disease in terms of the Public Health Act, and in which disinfection cannot be legally enforced. In the majority of the balance of thirty-eight cases some delay occurred, owing to difficulty of diagnosis in many cases, in notifications reaching the Department.

The patients were removed to hospitals, but owing to the length of time which elapsed subsequent to their removal and receipt of notification it was doubtful as to whether disinfection would have been effectual, and, this being so, the City Health Officer did not resist when occupants refused to allow the Council to disinfect, and stated that they themselves had performed disinfection. Some cases of refusal occurred during the epidemic of plague, when the whole staff was so fully employed that when an offer to disinfect was refused the refusal was accepted without further enquiry.

According to law, children who have had infectious disease are not allowed to attend school for two months, and children who have not had infectious disease themselves but have been in a house where there is infectious disease are prohibited from attending school for six weeks, unless under a medical certificate of freedom from infection. This regulation is, I understand, rigidly enforced, and notices are served on the schoolmaster of the existence of infectious disease in the house of any child attending the school. In England it is customary in addition to taking the foregoing precautions, to forward a communication in confidence to the librarian of the Public Library, absolutely prohibiting the issue of books to any resident in the infected premises for a period regulated according to the nature of the disease, and the strict observance of this requirement is known to have had excellent results. The suggestion may be deemed worthy of consideration.

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## BUBONIC PLAGUE.

The year which has recently closed has been, in many respects, a most important year. One of the most prominent matters calling for review in the retrospect of the year's transactions, is that relating to the outbreak of bubonic plague, a topic of paramount importance in the commercial and domestic sphere. It is especially gratifying in looking backwards to realise that one of the most striking events of the year was the whole-hearted manner in which that outbreak was met, and in June last, owing to the drastic measures of cleansing and disinfecting which were adopted by the Council and, generally speaking, responded

to by the citizens, overcome. It must be frankly acknowledged that at a certain stage in plague developments there were marked indications of apathy and carelessness manifested in the business portions of the City, and the necessity for active co-operation did not appear to be adequately realised. Repeated appeals were made to the public with regard to the urgency which existed for laying poison for rats, but a number of those having establishments along the wharves took no steps to act with the Council. In one instance poison was laid and hundreds of rats killed, but no steps were taken in the buildings on either side to destroy the rodents. The residential portions of the City were fully alive to their responsibilities and duties, and responded to the appeals of the Council with alacrity, but in the commercial centres the reverse was the case. Although there was an impression that the outbreak might assume more serious proportions than it did, and considering that the outbreak was largely confined to the business portions of the City, it does appear strange that where co-operation had a right to be looked for it was not readily forthcoming. This may seem strange, but the fact remains nevertheless, and it is to be deplored that the Council, especially in the earlier phases of the outbreak, did not receive from business firms generally that assistance and co-operation to which the Council and the City were justly entitled. It cannot be gainsaid that the apathy of the business section of the community nullified to a large extent the good work and the efficient work, as has since been proved, which was done by householders at much personal discomfort and cost in time and money.

One particularly gratifying circumstance in connection with the matter of plague outbreak, and which deserves special mention, is the harmonious relations which existed between the Central Authority, the Board of Health and the City Council, and it is in great measure attributable to the united action which was taken that the outbreak was successfully overcome. The Board of Health, through its President, Dr. Ashburton Thompson, has placed on record its appreciation of the manner in which the City Council discharged their obligations at a most trying time, and also that as regards the work done by the City Council it was undertaken with efficiency and promptitude—attributes which, according to Dr. Ashburton Thompson, are lacking in the suburban municipalities, the failure in this respect affording an additional argument, if argument is needed, for the immediate constitution of a Greater Sydney. The City Council has to acknowledge the invaluable aid received from the Board of Health in many directions, but particularly for the promptitude with which particulars of suspicious cases and matters incidental thereto were communicated by the Acting-President, Dr. Tidswell, and the Secretary, Mr. G. H. King, to the Town Clerk, thus ensuring immediate attention on the part of the Council, and for the efficient aid rendered in permitting one of their inspectors to supervise the cleansing operations in their earlier stages. On the efficiency of the work carried out by the City Council, the Hon. the State Premier and Chief Secretary, Sir John See, K.C.M.G., has also borne excellent testimony in stating that if it had not been for the City Council and the Government working so well together in regard to the plague there would have been a much greater expenditure and less result, the work, on the authority of the Premier, being carried out in an admirable manner and in this instance the Premier stated it had been efficiently and economically done, having cost one shilling and perhaps less where it had cost one pound before.

## CLEANSING CITY PROPERTIES.

The recrudescence of bubonic plague in a serious form naturally had the effect of stimulating aggressive cleansing operations, not only in infected areas, but in the areas immediately adjacent where in many instances house-to-house investigations disclosed a more or less dangerous state of uncleanness and consequent unpreparedness to resist the outbreak. Indeed, the discovery of unclean matter in a condition of fermentation and decomposition was no unusual occurrence, but in certain areas was distinguished by its frequency. In consequence of the plague visitation some two years previously it had been anticipated that the citizens had become educated to their responsibilities, and that a general cleaning up in thickly populated residential quarters in the City would be the result. These anticipations, as the sequel proved, were doomed to disappointment, and until the Council peremptorily intervened there did not seem any disposition to take any steps towards vigorous action in cleansing operations whereby the City might be to some extent at least purified and safeguarded against plague.

In accordance with their usual practice, the Board of Health took all responsibility in connection with the cleansing and disinfection of buildings in which plague actually occurred, and also undertook the medical surveillance of contacts. The City Council on their part, through the Health Committee upon whom the Council conferred executive powers between meetings of the Council in respect to all matters appertaining to public health and sanitary administration, determined to effectually cleanse all areas or blocks in the neighbourhood, and to use every effort to ensure the wholesale destruction of rats. Householders were invited to assist, and where no active response was forthcoming, the Council, through the Lord Mayor, took steps as prescribed by law to enforce compliance with their requirements. At the outset some difficulty was experienced with regard to the cleansing of produce stores. It appeared on consideration that the law which conferred power on the Council to prosecute in individual cases was deficient in regard to companies, for the reason that no provision existed for the recovery of fines when imposed. A verdict might be obtained against a company or a corporation, but as the law provided imprisonment as the alternative no means were available to enforce the penalty. The Council, as was pointed out by the Lord Mayor at the time, could not imprison a public company, and, therefore, in that connection the municipal authorities were powerless. The attention of the Attorney-General having been directed to the doubts which existed under the conditions named, he intimated to the Council that there was no reason for misapprehension, as he would criminally prosecute anyone who set the City authorities at defiance in regard to the cleansing of premises, and enforcing the necessary sanitary alterations in buildings, and observing proper precautions in protecting the public health. The effect of an information filed by the Attorney-General, it was pointed out, would be that a defendant would be brought up next morning before a jury at Darlinghurst on the charge of permitting a public nuisance. The Attorney-General, in his desire to assist the Council, also gave instructions that a jury should be in daily attendance for the purpose of hearing any such charge. Punishment for such an offence is either fine or imprisonment, but the Attorney-General intimated that owing to the seriousness of the charge under the then existing circumstances he would, for the sake of example in any case of conviction, press for sentence of imprisonment in place of a fine. The Attorney-General, in an interview with the Town Clerk, desired it to be known that under the



Common Law the person responsible for leaving a house in such a condition as to be dangerous to health is the person who receives the rent, whether as owner or as mortgagor in possession; and further, that the same procedure would be applied in the case of companies as of private persons. If a company refused to abate a nuisance at the direction of the municipal authorities, it was his intention to immediately file an *ex-officio* information at Common Law against the manager and directors of such company, and all would be required to take their trial before a jury. Again, the Attorney-General pointed out that it could not be too widely known that the owner of premises could not escape from liability owing to any structural defect in the building causing the nuisance upon the ground that the building might be occupied by a tenant through whose neglect the nuisance had been caused. The principle of the Common Law governing the matter is that the person who receives the benefit from buildings which are a nuisance, in the shape of rent, is the person who is held responsible for abating the nuisance. This timely and authoritative pronouncement by the learned Attorney-General had a salutary and beneficial effect in inducing a ready obedience to the requirements of the Council, and it is but right to place on record that the spontaneous action taken by the Attorney-General was highly appreciated by the Council. It is needless to say that in the event of any difficulty of the nature indicated arising there will be no hesitation on the part of the Council in acting on the suggestions made. It may be stated as a matter of public interest that a similar notification was made on the outbreak of plague in 1900, as a consequence of which indictments were prepared against three of the wealthiest City landlords, one of them being the manager of a large corporation. In each case, however, the nuisances were abated before the defendants were put on trial.

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### CLEANSING OPERATIONS.

Fortified with the emphatic declaration of the intentions of the Attorney-General, the Council proceeded on a vigorous campaign of cleansing operations. The method of procedure laid down by the Public Health Act was followed in all cases. This Act provides that where a legally qualified medical practitioner reports to the Council, or the Council is of opinion that the cleansing and disinfecting of any drains or of any house or part thereof, and of any articles therein likely to retain infection or the destruction of such articles would tend to prevent or check the spread of any infectious disease, the Lord Mayor may serve a notice on the occupier, or where the land, house or part thereof is unoccupied, on the owner of such land, house, or part thereof, that the drains or the house or part thereof and any such articles therein will be cleansed and disinfected, or as regards the articles destroyed by the Council, unless such occupier informs the Council, within twenty-four hours from the receipt of the notice, that such occupier will cleanse and disinfect the drains or the house or part thereof, and any such articles or destroy such articles to the satisfaction of a legally qualified medical practitioner, as certified by him in writing to the Council within a time fixed in such notice. If within twenty-four hours from the receipt of the notice the person on whom the notice is served does not inform the Council as stated, or having so informed the Council, such occupier fails to have the drains, house or part thereof, and any such articles disinfected, or such articles destroyed as required within the



time fixed in the notice, or the occupier or owner without such notice gives consent, the drains of the house or part thereof and articles shall be cleansed and disinfected or such articles destroyed by the Officers of the Council, under the superintendence of a legally qualified medical practitioner, and the Council may recover from the owner or occupier of the house or part thereof the cost of the cleansing and disinfecting required. It will be seen that the power conferred upon the Lord Mayor and the Council is very comprehensive in character, and by a judicious exercise of such power a vast amount of beneficial work has been accomplished. At the time much comment was made with regard to the apparently harsh measures taken by the Council, but desperate diseases require desperate remedies, and the end justifies the means, especially when the means employed are legitimate. There can be no doubt that much of the adverse comment levelled against the action of the Council by those required to put their houses in order, was due to an absence of precise knowledge and information, and it is to be regretted that the Council's Officers were not approached with a view to accurate, fair and impartial information being supplied.

A plan is attached to the report of the City Health Officer, which shows the locality of the areas cleansed. Altogether cleansing operations were undertaken in forty different areas, as follows:—

- No. 1. Area bounded by Market Street, Pitt Street, the Imperial Arcade and Castlereagh Street.
- No. 2. Area bounded by the Imperial Arcade, Pitt Street, King Street and Castlereagh Street.
- No. 3. Area bounded by Bathurst Street, Pitt Street, Park Street and Castlereagh Street.
- No. 4. Area bounded by Park Street, George Street, Market Street and Pitt Street.
- No. 5. Area bounded by Stanley Street, Crown Street, William Street and Palmer Street.
- No. 6. Area bounded by King Street, George Street, Martin Place and Pitt Street.
- No. 7. Area bounded by Liverpool Street, Pitt Street, Bathurst Street and Castlereagh Street.
- No. 8. Area bounded by Goulburn Street, Wemyss Street, Wemyss Lane and Brisbane Street.
- No. 9. Area bounded by Market Street, George Street, King Street and Pitt Street.
- No. 10. Area bounded by Park Street, Pitt Street, Market Street and Castlereagh Street.
- No. 11. Area bounded by Market Street, York Street, King Street and George Street.
- No. 12. Area bounded by Bathurst Street, George Street, Park Street and Pitt Street.
- No. 13. Area bounded by Liverpool Street, George Street, Bathurst Street and Pitt Street.
- No. 14. Area bounded by Liverpool Street, Castlereagh Street, King Street and Elizabeth Street.
- No. 15. Area bounded by Liverpool Street, Barker Street, Bathurst Street and Sussex Street.
- No. 16. Area bounded by Bond Street, George Street, Bridge Street and Pitt Street.
- No. 17. Area bounded by Hunter Street, George Street, Bond Street and Pitt Street.
- No. 18. Area bounded by Druiitt Street, Clarence Street, Market Street and York Street.

- No. 19. Area bounded by King Street, Pitt Street, Moore Street and Castlereagh Street.
- No. 20. Area bounded by Allen Street, Pymont Street, Pymont Bridge Road and Murray Street.
- No. 21. Area bounded by Martin Place, George Street, Hunter Street and Pitt Street.
- No. 22. Area bounded by Moore Street, Pitt Street, Hunter Street and Castlereagh Street.
- No. 23. Area bounded by Allen Street, Harris Street, Gipps Street and Pymont Street.
- No. 24. Area bounded by Campbell Street, George Street, Liverpool Street and Pitt Street.
- No. 25. Area bounded by Campbell Street, Pitt Street, Liverpool Street and Elizabeth Street.
- No. 26. Area bounded by Bridge Street, George Street, Queen's Wharf and Pitt Street.
- No. 27. Area bounded by King Street, Castlereagh Street, Hunter Street and Elizabeth Street.
- No. 28. Area bounded by King Street, Elizabeth Street, Hunter Street and Macquarie Street.
- No. 29. Area bounded by Campbell Street, Macquarie Street South, Goulburn Street and Riley Street.
- No. 30. Area bounded by Campbell Street, Elizabeth Street, Goulburn Street and Macquarie Street South.
- No. 31. Area bounded by Hunter Street, O'Connell Street, Bent Street and Macquarie Street.
- No. 32. Area bounded by Hay Street, Bourke Street, Liverpool Street and George Street.
- No. 33. Area bounded by O'Connell Street, Bent Street, Pitt Street, Bridge Street and Macquarie Street.
- No. 34. Area bounded by Bank Street, Abercrombie Street, Irvine Street, Balfour Street and Waterloo Place.
- No. 35. Area bounded by Hay Street, Lackey Street, Pier Street and Harbour Street.
- No. 36. Area bounded by Bridge Street, George Street, Circular Quay and Macquarie Street.
- No. 37. Area bounded by William Street, Phillip Park, Woolloomooloo Street and George Street.
- No. 38. Area bounded by Liverpool Street, Sussex Street, Bathurst Street and George Street.
- No. 39. Area bounded by Wynyard Street, Carrington Street, Margaret Street and George Street.
- No. 40. Area bounded by Goulburn Street, Elizabeth Street, Liverpool Street and Macquarie Street South.

Approximately 10,500 notices were signed by the Lord Mayor and served upon the occupiers of premises pursuant to the provisions of the Public Health Act, and where thorough cleansing seemed impossible under the conditions prevailing, the clearing away of the buildings was promptly enforced. The total number of premises cleansed by the Council in accordance with the requirements of the notices amount to 7,965, in addition to about 250 cleansed by private individuals under medical supervision. The total expenditure incurred by the Council to 31st December, 1902, is returned by the City Treasurer as £7.522 13s. 5d.; or an average of 18s. 1d. per house or other premises dealt with. Accounts representing £4.862 5s. 7d. were rendered to 3,939 persons, owners, agents or occupiers of property. Of this sum £2,742 17s. 6d. has been paid by 2,400 persons, leaving a sum of £2,119 18s. 1d. out-

standing at the expiration of the year, and payable by 1,539 persons. The collector in the Treasury Department is giving special attention to the collection of these accounts.

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### INSPECTIONS BY HEALTH COMMITTEE.

During the currency of the plague the members of the Health Committee, accompanied by the City Health Officer, the City Building Surveyor and the Town Clerk, determined to make themselves personally acquainted with the local conditions prevailing in several areas where properties had been recommended for immediate demolition, and with this object in view a series of visits of inspection were accordingly arranged. While the committee were prepared from the nature of the reports regularly submitted to them by their responsible officers for revelations of an unpleasant character, the scenes which were presented to them were sad in the extreme, and calculated to rouse indignation against those responsible, many of the premises visited being the embodiment of all that is unsavoury and insanitary in their condition and their surroundings.

When visiting these neighbourhoods one is naturally led to consider cause and effect, and in doing so, it cannot be said in Sydney that there is anything approaching to the congestion, incidental to industrial progress, which so largely prevails in the great cities of the world, seeing that the density of population in the City of Sydney proper will bear favourable comparison with almost any one of such cities, being only 41·2 per acre. Neither can it be truthfully alleged that the customary panacea which many writers on economics put forward for the social problem, which it is maintained by advanced municipal thinkers will always be involved in relation to the housing question—that of swift and cheap means of transit—affects Sydney even remotely.

There is an excellent suburban service of trains, workmen's and otherwise, which is a credit to the Railway Commissioners, not so swift nor so frequent perhaps as the London, Brighton and South Coast, but excellent nevertheless, and the thousands which teem into the City day by day afford satisfactory evidence of its popularity. Season tickets may be considered somewhat high, but they are not unduly high when compared with English rates, having due regard to the rate of wages paid here when compared with the rates paid in England. The tram service of Sydney and the suburbs has never in my experience been surpassed, if equalled, in any European city which I have been privileged to visit. True, it is a matter of complaint that overcrowding on tram-cars prevails, and this is a matter affecting public convenience which I am not prepared to deny, as the condition of things must be evident and conclusive to all who closely study the great problems of our City traffic, and it is a matter which needs attention and regulation at the hands of the proper authorities. But as regards the service itself—the suburbs in every direction are magnificently served by commodious, comfortable, well-lighted, well-ventilated, and well-appointed cars, though I regret to say not at all times as scrupulously clean as they might be. Climatic conditions no doubt affect the cleanliness of the cars, and the necessity for by-laws enforced by the municipal authority for the prevention of expectoration in the cars, is plainly apparent to the regular traveller. But the service itself cannot be condemned, neither can the speed, while as to cheapness, the existing penny sections must surely be satisfactory, though the overlapping penny section is even more so for general traffic. Then again, whilst the observations as regards the vile habit of expecto-



toration in any vehicle of common public use apply with equal force to the ferry service, that service affords excellent facilities for rapid and cheap transit, being infinitely superior to that formerly in operation on the now steamerless Thames, and almost equal to the Liverpool and Birkenhead service on the Mersey. The actual cause and effect, therefore, must be sought elsewhere, and I am reluctantly obliged to state that the problem appears to resolve itself into the housing conditions of the people, and the manifest reluctance of landlords to keep their houses in proper sanitary condition.

Whilst the want of a comprehensive building act, combined with stringent building by-laws and regulations, made to be observed and not evaded, are largely responsible for much of the character of many of the dwellings inspected, an observant and discriminating person, with every regard for the rights of the property-owner, could not fail to attribute the existence of the insanitary conditions of the numerous breeding grounds for bubonic plague and typhoid fever, unearthed during the course of the peregrinations of the Health Committee to the negligence of the landlords or their agents. The educational value inculcated by these inspections was excellent, and the Aldermen unanimously recognised the important nature of the trust committed to their care as custodians of public health, and there has never been any hesitation to condemn premises beyond repair, and to recommend and enforce immediate demolition. While even yet, after the great work of sanitary reform which was accomplished last year, there is undoubtedly much room for improvement in many directions, there is every reason to be satisfied that the accumulations of filth and rubbish unearthed last year, and the smell unspeakable then experienced in certain quarters does not now exist to any appreciable extent. With the most conscientious officers, and most alert and diligent sanitary inspectors, isolated cases of insanitary conditions will no doubt be found from time to time, but when found drastic action is and will continue to be taken irrespective of person or property. The condition of certain streets, lanes and private ways traversed by the Health Committee during their visits of inspection was forcibly impressed upon them. Heaps of foul-smelling garbage, bad fish, decaying fruit and vegetables and loads of earth, clean and unclean, were observed—having been dropped indiscriminately in various places. Far be it from me to reflect even by implication or inference or to comment upon the action of those in authority, but I am in duty bound to say that until fines and punishments of a more repressive character, fines which will be felt instead of being treated with scorn, are imposed upon offenders who tip rubbish indiscriminately in public and semi-public places, the action of the City Council will be nullified and of no effect. As a general rule the payment of half the fine to an informer securing conviction is not judicious, but in cases of this character, such a course would appear to be perfectly justifiable, though with the absurd fines now imposed as penalties even this action would probably have no effect in inducing persons to furnish information whereby a conviction could be secured. Again, the divided control and responsibility which prevails is largely responsible for the condition of things as viewed last year by the Health Committee. The State Government, it may be, has control of one area, the Harbour Trust of another, the Water and Sewerage Board may be paramount here and the City Council there, and until some scheme of unified responsibility is evolved from existing chaos, so long will the present slow, cumbrous and unsatisfactory process continue. I have on several occasions given expression to my opinion with regard to the City of Glasgow being a municipal ideal, and in regard to dealing with insanitary properties the procedure of Glasgow is unequalled in its efficiency and in its results.



While on the one hand a policy of demolition and reconstruction is pursued, the Health Department adopt an admirable system of sanitary vigilance and beneficent coercion, which has all tended to improve the health and the social condition of the people. Under legislative authority the Glasgow Sanitary Committee possesses powers to summarily close any premises which its responsible officers certify as unfit for human habitation. The owners receive a peremptory final notice to put their premises right within a limited period, they are not even told how to remedy the defects. If nothing is done, the Committee, sitting in public with all the authority of a Court of Justice issues its *fiat* and the house is closed peremptorily. The law provides for an appeal to the Sheriff—the County Judge—but this right of appeal has only once been exercised, and that without effect.

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### SPECIAL HEALTH COURT.

Representations having been made from time to time by the Metropolitan Board of Water Supply and Sewerage with reference to the desirability of bringing about a reconstruction of faulty drainage and defective house connections, the responsibility for which devolved upon the City Council as the local health authority, the Lord Mayor caused a special enquiry to be made into the matter, being determined that there should be no excuse for dilatoriness or hesitation as to the exact course to be pursued in the interests of public health.

According to information furnished by the City Health Officer, there was a serious accumulation of cases where prompt action was imperatively necessary, and in relation to which the ordinary procedure of the Courts would not be applicable in order to obtain the remedy desired. This being so, the Lord Mayor decided to consult the Attorney-General, and to request his co-operation and assistance. This co-operation was heartily and readily accorded by the Attorney-General, who undertook to provide a special magistrate to act and hear the Council's complaints and information in relation to insanitary premises until such time as the accumulation was satisfactorily disposed of, and he further suggested that Mr. Cargill, of his Department, should undertake the duties of prosecuting officer. The offer was gratefully accepted, and the thanks of the Council conveyed to the Attorney-General.

The Special Court thus constituted by the Attorney-General commenced to deal with cases in April, Mr. E. H. Wilshire, S.M., being specially detailed to preside over the Court; Mr. Cargill, of the Crown Law Office, conducting the prosecutions. For the first week's sitting no fewer than 300 cases were set down for hearing. Advices were sent to the Metropolitan Board of Water Supply and Sewerage in order that plans of such improved drainage as might be ordered might be prepared, and the Board heartily responded to the representations made by the Lord Mayor.

At the outset it was thought that there would be approximately 5,500 prospective prosecutions, but it is gratifying to be in a position to record that once the citizens became fully assured that the Council intended to enforce the law, and that there was no respect of persons, wiser counsels prevailed, and the greater proportion of the requirements

of the Council were met without recourse being had to legal proceedings. Further details and particulars respecting the Special Health Court are contained in the annual report of the City Health Officer.

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### CLOSING ORDERS.

The Council found it necessary to apply to the Magistrates for closing orders, pursuant to the Statutory regulations in that behalf, against the owners of premises during the year now under review, the City Health Officer and the City Building Surveyor recommending such action on the ground that the premises were in such insanitary condition or otherwise structurally unfit for human habitation. Under Section 58 of the Public Health Act, 43 closing orders were obtained, and, under Section 65 of the same Act, 1037 orders were made to abate nuisances in respect of premises with bad drainage, insanitary fittings and other structural defects.

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### PUBLIC HEALTH ACT—EXPENDITURE.

Under the provisions of the Public Health Act, 1902, Section 94, Sub-section 3, it is enacted that the expenditure incurred by the City Council in carrying out the requirements authorised by such Act shall be repaid in the following manner, namely, one-half payable by the City Fund and the other half chargeable to the Consolidated Revenue Fund. At the present time the only contribution made by the Government towards the expenses of administering the Act is in respect of the Inspector of Nuisances, and the Sanitary Inspectors, one moiety of whose salaries is reimbursed to the Council. Having regard to the expenditure incurred in the administration of the Public Health Act, the reimbursement year by year by the Government of one-half of such expenditure is a matter of considerable importance. With the object of bringing the matter before the Finance Committee, in order that a claim may be formulated and presented to the State Treasury, I have instructed the City Treasurer to prepare a statement in detail, which will be laid before the respective Committees and the Council in due course.

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### METROPOLITAN BOARD OF WATER SUPPLY AND SEWERAGE—HOUSE-TO-HOUSE INSPECTION.

Through the courtesy of Lieut.-Col. Holmes, Secretary of the Metropolitan Board of Water Supply and Sewerage, I am enabled to submit a return showing the following particulars in relation to 22,476 buildings visited in the City; number of leaky cisterns and taps discovered within the City of Sydney during a complete house-to-house inspection, and separating those repaired by the Board's fitters and licensed plumbers; number of properties not subject to sewerage rates, which drain into the Harbour *via* private drain pipes; number of properties not connected with the water mains:—

WARD.	No. of Leaky Taps.	No. of Leaky Cisterns.	No. of Taps repaired by Board	No. of Cisterns repaired by Board.	No. of Taps repaired by Plumbers.	No. of Cisterns repaired by Plumbers.	No. of Properties draining into Harbour.	No. of Properties not connected with Board's Mains.
Bourke ... ..	34	32	Nil.	2	34	30	27	5
Cook ... ..	258	568	13	57	245	511	Nil	7
Denison ... ..	260	305	5	30	255	275	156	19
Fitzroy ... ..	487	251	38	29	449	222	32	Nil.
Gipps ... ..	223	220	4	31	219	189	91	Nil.
Lang ... ..	105	143	3	2	102	140	40	11
Macquarie ... ..	145	160	11	13	134	147	Nil.	Nil.
Phillip ... ..	204	177	30	23	174	154	Nil.	Nil.
Total ... ..	1,716	1,856	104	187	1,612	1,668	346	42

### THE FUMIGATION OF SEWERS.

In connection with the outbreak of bubonic plague the Metropolitan Board of Water Supply and Sewerage, working in harmony with the operations of the City Council, resumed the fumigation of sewers, with a view to the destruction of rats, in December, 1901, and increased their efforts in that direction by appointing additional men in 1902. With the increased staff at their command for the purpose, the Board were in a position to thoroughly fumigate the whole of the main and reticulating sewers in the City, the work being repeated over and over again, so as to make it more effective. Whilst recognising the necessity and advantage to be derived by general attention to the whole of the sewerage system, particular care was given to those old sewers which discharge into the harbour, as being the most likely to afford harbourage to rats. The system adopted by the Board enabled large areas to be satisfactorily dealt with at one time. The procedure followed comprised the placing of numbers of vessels, containing fumigating mixture, in the sewers, and then lighting the same. By this means dense volumes of suffocating smoke were evolved, and the sewers were quickly filled with it, all life in the sewers being thus destroyed.

In the case of the reticulation sewers, hand-blowers or asphyxiators were used, care of course being taken that all sewer ventilators had been previously closed. Although during the very dry periods few dead rats were seen, after heavy rainfall the bodies of dead rats were frequently observed floating about in large numbers in the immediate vicinity of sewer outlets, which had been flushed out by the extra flow during rainfall. The presence of these rats in such large numbers was encouraging as an indication of the effectiveness of the work carried out under the auspices of the Board. In addition to their action in fumigating the sewers, the Board also energetically set to work in another direction, with the object of assisting and supplementing other action taken with a view to stamping out the plague. All disused brick sewers were filled up with sand, and the ends sealed up with substantial brick or concrete bulk heads. Furthermore, since the first visitation of the plague, the Board has taken action, in conjunction with the City Council, to compel owners to reconstruct defective drainage of premises, etc., and in this connection some 5,100 cases have been dealt with, the remedial measures adopted being of incalculable benefit to the community. During the past year the Board incurred expenditure amounting to upwards of £4,000 in carrying out the works above referred to.

In view of the fact that it is considered almost impossible for rats to gain access to sewers which are constructed on modern principles, the operations of the Board have lately been confined almost exclusively to the fumigation of those old-fashioned City sewers which drain direct into the harbour, to which drains the rats have access from their breeding places on the foreshores under the wharves.

This matter being of great importance, the Board state that they have continually pointed out the necessity for co-operation on the part of the Harbour Trust in destroying the rodents, whose favourite habitat is the interstices in the rubble banks and walls beneath the wharves. The Harbour Trust recognised the reasonableness of the contention, and for some time the necessary assistance was accorded, and steam jets successfully applied. The Board also lays particular emphasis upon an important factor, which, in their judgment, would contribute more than anything else to the destruction of rats, that is the early completion of the Low Level Sewerage System, which is now in the hands of the Public Works Department, and which has been urged upon the Government on very many occasions, both by the Boards and the City Council.

The hearty co-operation and assistance most willingly rendered by the Water and Sewerage Board, and by Mr. Holmes, the Secretary, and Mr. Smail, the Engineer, is most gladly acknowledged, and is highly appreciated.

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### THE LOW-LEVEL SEWERAGE SYSTEM.

A deputation consisting of Members of the City Council and the Water and Sewerage Board waited on the Minister for Works, the Hon. E. W. O'Sullivan, in July last, with reference to the early completion of the low-level pumping system of sewerage for the City. The deputation was introduced by the Lord Mayor, who pointed out the great danger to the City caused by the delay in completing the work. It was not possible to put the City into a proper sanitary condition until the outlets of old sewers were stopped up, neither could the plague be provided against, because these old sewers running into the harbour were a breeding place for rats and a standing source of danger. With a view to prevent the further pollution of the harbour, it was also necessary to seal up the conveniences on board the ships when they came up to the wharves. But the City Council was of opinion that it was no use doing this until the conveniences on the wharves were drained into the sewers, instead of into the harbour as at present. As a good deal of the pumping machinery was already installed, there appeared to be no reason for further delay, and the Council expressed the hope that the Department would expedite matters by every possible means to ensure early completion.

Mr. Garrard, president of the Water and Sewerage Board, pointed out that to hurry the completion of the low-level scheme would probably delay certain proposed tramway works; but it would be much better to do this than to further endanger the health of the City.

Mr. Cutler, of the Sewerage Construction Branch, at the request of the Minister, made a statement dealing with the question, from which it appeared that there were forty-two stations altogether and that tenders were called for the pumps in 1898, and that the contract did not expire until May next. The delay had arisen solely in connection with the supply of pumps, and no blame was attachable to the Department. It was further stated by Mr. Cutler that many of the pumping stations were almost ready. That at Sussex Street could be commenced in a



fortnight, the one at the Sewerage Reserve, Washington Street in six weeks, the one at Circular Quay in five months, the one at Woolloomooloo in about three weeks, and the one at the Controlling Station in three months, while outside the City several stations would be completed at various times up to nine months.

In reply Mr. O'Sullivan said he would be glad to co-operate with the City Council and the Water and Sewerage Board in pushing on the work, but that so far as he could see, there was no blame attachable to the Department; the machinery already put up would have to be made use of, and meanwhile he would slacken off in the matter of tramway construction, except in regard to lines already in hand.

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### HARBOUR TRUST REGULATIONS.

New Harbour Trust Regulations, adopted for the purpose of affording more security from plague, were gazetted early in February last, as follows:—

1. Every hawser or rope by which a vessel is made fast to the wharf or shore shall be defended by at least one metal disc, of such size and pattern as has been approved by the Harbour Master, and every such metal disc shall, if not affixed on the hawser or rope to the satisfaction of the said Harbour Master, be removed to a position on the said hawser or rope pointed out by him.
2. All openings in the ship's side shall be closed at sundown and all gangways shall be hauled up at sundown, except during such time as they are actually in use, when they shall be brightly illuminated.
3. Every gangway fixed for the purpose of giving the crew access to the ship after dark shall be brightly illuminated by the best available means as long as such gangway is in communication with the shore, and a watch shall be continually set upon the said gangway.

A penalty not exceeding one hundred pounds (£100) is attached to a breach of the above regulations.

These regulations were found exceedingly useful in operation.

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### CLEANSING OF THE WHARVES AND FORESHORES.

Through the kindness of Mr. Norrie, Secretary Sydney Harbour Trust, I have been furnished with useful information respecting the work done by the Trust in connection with the plague outbreak last year.

Between the 1st January and 30th June, 1902, the scavenging boats of the Harbour Trust picked up and destroyed the following dead animals:—1,957 rats, 968 dogs, 784 cats, 1,150 fowls, 11 pigs, 5 calves, 5 hares, 19 sheep, 2 goats, 25 parrots, 3 flying foxes, 2 sharks, and 1 bullock. In addition the boats also picked up and destroyed 10 bags chaff, 225 bags meat, 36 bags fish, and 118 bags of rabbits.

In connection with the cleansing of the wharves and foreshores, in addition to the two scavenging boats employed, the tug "Octopus" has

been engaged continuously since the 3rd December, 1901, in thoroughly cleansing every available portion of the wharves in Darling Harbour, under the control of the Trust, by means of a steam jet. This boat works regularly and systematically along the foreshores, steaming with a powerful steam jet, cleansing all the superstructure of the wharves and the sheet piling. The Engineer-in-Chief to the Trust has expressed himself as being quite satisfied, from the number of rats that the scavenging boats have picked up, that this steam jet has proved a most effective means of destroying a considerable number of the rodents.

The record of the work performed by the Trust is interesting, and there is justifiable cause for hearty congratulation that, notwithstanding any little friction which may have existed heretofore between the Harbour Trust and the City Council and their respective administrative officers, there is a growing and decided tendency to rapprochement and to united action in matters concerning the public health of the City. Without united action against a common enemy, on the part of public authorities possessing separate areas of independent jurisdiction, grave dangers may be apprehended. Indeed, it is not difficult to foresee the enormous risk which would be incurred by isolated action of a sporadic character. Whilst public officers can legitimately maintain the prestige and independence of their several authorities, this can be done with tact and discretion, and without disturbing or imperilling the harmonious relations which ought to exist between such bodies charged with administrative functions of an important nature. That energy, thought, determination and unity are absolutely necessary to go through good and evil report in discharging public duties goes without saying. Whilst personally, from the purely municipal standpoint, and without making the slightest reflection upon the question of political considerations, I look upon Government by Commissions as indicating weak and unsound statesmanship, yet, so long as the Commissioners are there, they occupy a position which cannot be ignored, and so far as the Town Hall administration is concerned every effort will be made to work in co-operation and harmony for the common good. Knowing the officials of those Commissions, as I now do, I do not think there will be any lack of response on their part. It is an open secret that differences of opinion on some points have arisen between the Harbour Trust and the Council, but the public will no doubt mark with much satisfaction the steady progress which indicates a growing appreciation of the soundness of a distinctive fundamental principle that where public health is concerned there must be no singleness of attack, but concerted action on the part of public bodies and the public themselves. Public good must result from combined action and deserves the hearty commendation and cordial support of all interested.

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### PLAGUE PREVENTION.

The "rumoured," but since clearly ascertained, presence of bubonic plague in San Francisco, combined with an outbreak which occurred in the State of Queensland, led to increased efforts and renewed energy being made to prevent the disease from securing another hold in the City. From June, 1902, when the last visitation of plague terminated, there was no relaxation in endeavour to prevent a recurrence, and, acting under the direct instruction of the Lord Mayor, concentrated systematic effort has been constantly employed in keeping the City clean and catching the rodents. On the 1st December a special house-to-house inspection was made of the whole of that portion of the City situated

between Macquarie Street and Hay Street and the waters of Darling Harbour. In the opinion of the City Health Officer that area is the most exposed to the possible danger to be apprehended from the reintroduction of plague, and the inspection was conducted with the primary object of discovering and remedying any conditions within the private premises which might, by encouraging the presence of rats or by the accumulation of filth, militate against the health of the City. The Inspecting Staff of the Council were instructed to carefully examine and report upon all basements and cellars, especially with regard to rat infestation, and to take action against any persons found harbouring filth on their premises. The staff of rat-catchers, while ready to attend to any complaints which might be received, were at the same time specially instructed to direct their activities principally within the same area. The rat-catching staff were kept continuously employed since the previous outbreak, and prompt inspections have been made of all premises in respect of which complaints have been received either verbally or by letter, and in addition they have been employed in examining various districts in rotation and freeing them from rats. It is worthy of remark that immediately on the cessation of plague in June last complaints with regard to rats rapidly diminished to almost nil, but on its presumed reappearance complaints again began to be made, clearly indicating the apathy and indifference which exists during a time of fancied security, and which is greatly to be regretted. One gratifying feature which is worthy of recording is that the rat-catching staff are agreed in their reports that rats are not increasing in the City. Under the direction of the City Health Officer every rat which is caught and presents any appearance of ill-health, and at least one rat from every locality visited by the rat-catchers, is at once forwarded to the Department of Public Health for examination.

The free distribution of rat poison was continued during the year, and the Suburban Councils were communicated with and asked to co-operate with the City Council on the first Wednesday in each month in a combined crusade against rats, in reply to which there was a general expression of willingness to co-operate with the City Council in the direction indicated, it being felt that combined sustained effort of this character would do much to annihilate the objectionable vermin.

The Board of Health at the same time took every precaution, inspectors being constantly on the watch for any suspicious cases.

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### BUBONIC PLAGUE—HONGKONG.

The recurrence of bubonic plague at Hongkong and the precautions proposed to be taken by the sanitary authorities there with regard to cleansing operations are worthy of special note, as a matter of interest indirectly affecting the City of Sydney.

The Sanitary Board of Hongkong has hitherto undertaken and discharged the duty of cleansing premises in the City. Quite recently the Sanitary Board decided that, whilst determined to insist upon every house in the City being effectively cleansed once in each year, the Board will no longer undertake the task of doing the cleaning itself. In some quarters this is looked upon as a grave error of judgment, and the results of the apparently retrograde step are anticipated with feelings akin to apprehension. In other quarters locally the decision is regarded as a judicious one, as the Chinese inhabitants are reported to be willing to do the work in their own houses, and the Sanitary Board is determined to proceed with an annual systematic house-to-house inspection



in order to see that the promised cleansing is not scamped, but that it is done thoroughly and effectively, and, if not done to the satisfaction of the Board's Inspector, it is intended to impose drastic penalties, and propelling measures will immediately follow.

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### BUBONIC PLAGUE—SAN FRANCISCO.

With regard to the reported prevalence of bubonic plague in San Francisco, much as there is for the municipal student to admire in numerous American institutions in their relation to local government, there can be no doubt that the large degree of so-called independence which is enjoyed by the different States in America renders it very difficult to undertake or satisfactorily carry out any comprehensive or uniform sanitary policy of practical utility.

During the past two or three years it is well known that disquieting and even alarming rumours have again and again obtained currency as to the continued existence of plague in San Francisco, rumours which have been resented and quickly met by positive assurances as to the healthiness of that City. It now appears, however, from English advices, that cases of bubonic plague have been known to be present in San Francisco all the time, and the reticence of the sanitary authorities is strongly condemned.

According to American papers, over thirty cases were *reported* as having occurred in San Francisco during the last seven months of last year, and, most remarkable coincidence, exactly the same number of deaths have taken place. This curious and interesting coincidence, with the singularity of which one cannot fail to be much impressed, naturally causes grave doubt, awakens suspicion, invites hostile comment, and puts a very grave aspect indeed upon a matter which so largely affects the ports of the world in constant communication with San Francisco. The valuable experience acquired in India and elsewhere clearly shows that bubonic plague, excessive as the mortality has been under certain conditions favourable to plague propagation, is not so fatal a disease as the figures published in San Francisco lead one at first sight to believe. The epidemic in the Sydney Metropolitan area in 1900 consisted in 303 persons being attacked between 19th January and 9th August, of whom 103 died, while last year 140 persons were attacked, of whom 40 died. There is a decided difference between 100 per cent. of deaths as appears to be the case in San Francisco on the published figures, and 34 and 28 per cent. of deaths in the last two outbreaks in the Sydney Metropolitan area. Experience has repeatedly inculcated and enforced the pregnant and useful lesson that whenever the mortality equals, or even nearly equals the numerical notifications of cases of the disease, the explanation is not far removed, and is to be sought for in the fact that cases are undoubtedly being hidden and only those in which death appears inevitable reported to the sanitary authorities. This is a sad and deplorable commentary on the efficiency of the sanitary administration of a city which, to put it mildly, must be lamentably weak when it dispassionately tolerates, with apathetic indifference, such criminal laxity and neglect.

It is admitted that such a state of affairs is always a difficult one to satisfactorily deal with, for it indicates to the impartial and unprejudiced mind the existence of a strong and widespread public feeling decidedly adverse to sanitary control and regulation. How much more intensified then is the danger, when, as the result of connivance between the State and City authorities of California and San Francisco, as openly



alleged in the English Press and never disproved, the fact of the presence of the disease is deliberately and intentionally suppressed and a centralised focus of infection is quiescently allowed to take root and spread with dire results on American soil, to the consequent danger of the civilised world in direct communication with America. This calamitous condition of things is deeply to be regretted, and calls for repressive measures of a drastic character. In this connection the Department of Public Health of the State of New South Wales is to be warmly complimented on the very comprehensive series of regulations, which were issued towards the close of last year, in relation to the measures to be adopted by the port authorities of Sydney, in connection with steamers and vessels arriving at Sydney from plague-infected ports, and every right-minded citizen will heartily applaud the action of the Board of Health.

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### FRAUDULENT HEALTH INSPECTORS.

During the progress of cleansing operations consequent on the outbreak of plague, complaint was made that there was a danger of unauthorised persons entering houses unless proper precautions were taken. Indeed, in one case dismissed employees called at certain premises and obtained money on the representation that they were members of the cleansing staff. It cannot, therefore, be too widely known throughout the City that all inspectors in the service of the Council are provided with written authority under seal, and citizens would, therefore, do well to refuse admission to any person to enter their premises for the purpose of inspecting unless such written authority is produced on demand. With a view to affording further protection to citizens all inspectors—excepting the Inspector of Nuisances—have been provided with uniforms, on which, on the lappel of the coat, the letters “S.M.C.” have been placed.

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### MEAT INSPECTION.

While 4,164 visits of inspection of meat are recorded, it appears remarkable that only three prosecutions took place. The City Health Officer, in response to an enquiry by the Lord Mayor, states that the only explanation which can be offered with regard to the apparent disproportion is that diseased meat was found under circumstances which warranted prosecution only in three instances. In further explanation it is pointed out that the whole meat supply of Sydney is inspected before it enters the butchers' shops at all, and frequent inspections of the butchers' shops have made those tradesmen particularly cautious with regard to offering bad meat for sale. It is not an infrequent thing for a butcher to send to the City Health Officer, stating that unsound or unwholesome meat is on his premises and requires condemnation. The City Health Officer again is of opinion that the best proof of the quality of the Sydney meat supply is the absence of complaint from the public.

On the point of meat inspection I have no hesitation in saying that in my judgment the duty of inspecting meat should from time to time be changed from one officer to another. All are presumably qualified, having passed the examination prescribed by the Sanitary Institute of Great Britain, and, therefore, continuity of inspection year in and year

out by *one* officer—a practice open to grave abuses—should be discontinued as soon as possible. If only one officer is competent to undertake the duty, then the sooner others qualify the better. A one-horse show can never be justified, as in cases of urgency and emergency serious results may arise, and reserve officers should always be available in case of necessity.

In connection with the inspection of meat I may be permitted to direct attention to a statement recently made in the House of Commons when Sir John Leng directed the attention of Mr. Hanbury, the Minister of Agriculture, to an important report issued by the Veterinary Surgeon of the Corporation of Glasgow, from which it appeared that a great many foreign cattle are landed at Glasgow, and in accordance with the arrangements and regulations at present in force such cattle must be slaughtered immediately.

In 1901 there were killed at Glasgow 49,881 cattle, imported from Canada and the United States, of which 66 were found to be diseased. In the Glasgow slaughter-houses there were killed during the same year home-bred cattle to the number of 46,784, and the number of diseased animals amounted to 6,332. This really means that only one out of 4,000 Canadian and States cattle were diseased, as against one out of eight home ones. The Minister of Agriculture stated that the Glasgow Veterinary Surgeon, whose report was quoted, is of opinion that the absence of disease in foreign cattle imported to Great Britain is due to the greater liberty which they enjoy, being more in the open air, and ranging freely over a wide tract of country.

From a return kindly furnished by Mr. G. H. King, Secretary Board of Health, it appears that the number of cattle slaughtered at the Glebe Abattoirs during the past year, including calves, amounted to 76,025, and of this number 1,267 were condemned. In addition to the cattle, 62,259 pigs were slaughtered, 679 of which were condemned, and 841 sheep were condemned out of 1,166,175 sheep slaughtered, the total number of animals slaughtered being 1,304,459, of which 2,787 were condemned.

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### MEAT SUPPLY.

Certain statements of a derogatory character having been in active circulation through the columns of the daily Press and otherwise with regard to the alleged defective quality of the Sydney meat supply, the Lord Mayor in September last caused investigations to be made by the City Health Officer, and asked for a special report thereon to be furnished at an early date. From this report it appears that the City Health Officer had not the slightest hesitation in stating, as the result of his inquiries, that the quality of the meat sold in Sydney, notwithstanding the somewhat alarming and sweeping statements made by one or two master butchers, is very satisfactory, surprisingly so when the exceptionally untoward conditions affecting the grazing industry of the State, primarily due to the protracted period of drought, is considered. It is not necessary to analyse the motives actuating the one or two master butchers incidentally referred to, but as the subject of the meat supply is one of paramount importance, a recapitulation of the sources of supply may not be without advantage.

The meat sold in butchers' shops in Sydney is obtained from three distinct sources of supply. In the first place there is that which is slaughtered at the Glebe Island Abattoirs, controlled and administered by the Board of Health. This comprises by far the larger portion of

that retailed to the general public for domestic consumption. The conditions of slaughtering are such that meat from this source of supply is submitted to a very searching inspection at the Glebe Abattoirs by the officers of the Department of Public Health before it is permitted to be offered for consumption, and prior to being slaughtered the animals are all carefully inspected at the Cattle Sale Yards at Flemington. The City Health Officer is quite satisfied, and his testimony is fully corroborated by other experts, that the meat derived from the Glebe Abattoirs is invariably either of good or prime quality. This satisfactory result may be attributed in no small measure to the promptness, energy and devotion to duty displayed by the inspecting staff at the Glebe Abattoirs under conditions by no means favourable.

Another source of supply, but quite of subsidiary importance, is that from the private slaughter-houses which exist in the suburbs outside the three-mile radius from the City. The animals slaughtered in these establishments are also carefully inspected by the responsible officers of the Board of Health, but it necessarily follows that under the conditions prevailing the thoroughness and effectiveness of such inspection cannot be quite as complete or so satisfactory in the case of this meat as in that which comes into the City direct from the Glebe Island Abattoirs, slaughtered under official cognizance and subject to stringent official inspection. At the same time it must not be assumed that the slightest reason for actual dissatisfaction exists, it being perfectly well known to the officers of the Health Department of the City Council which of the retail butchers obtain their supplies from this particular source, and this being so, special attention is consequently paid to their establishments at regular and irregular periods by the Meat Inspector of the Council.

In the third place, a certain quantity of meat—larger than usual during the past year—reaches the City of Sydney from places outside the State of New South Wales, including New Zealand, in addition to that obtained from country districts within the State. Inspections of this meat have invariably shown it to be of prime quality.

With regard to the meat supply as a whole, the City Health Officer considers that it has not been equal in quality during the past year to that of preceding years. In explanation of this apparent deterioration, it is submitted that the inferiority which is noticeable is dependent solely on the poorer condition of the animals which are brought in for slaughter, and not to any condition existent which would render it unfit for human food. This contention is reasonable and tenable, as lean meat may be of less than prime quality without being in any sense unwholesome.

While the inspection of meat in the butchers' shops by the officers of the Council has not been relaxed in the slightest degree during the year, there has not been any increase in the number of seizures of meat unsound, diseased or unfit for food. The frequency of inspection may in some measure account for this, although I adhere to my view that periodical changes in the inspecting staff allotted to this particular duty are highly necessary and desirable in the public interest. During the past two years only three complaints as to the quality of the meat sold in butchers' shops have reached the Town Hall from the public, and in two of these cases on investigation the complaints have been found to be unsubstantiated.

Irresponsible statements have also been made from time to time as to the substitution of horse flesh for other meat. With respect to these statements the City Health Officer is positive there exists for them no foundation in fact. Hippophagy has not been ascertainable in Sydney hitherto. According to the prevailing custom, horses in Sydney



when past work from any cause are either disposed of to one of the three knackers' establishments which exist within the metropolitan area, or are sent to the Zoological Gardens, where they are slaughtered and used as food for the carnivorous animals kept there. I am informed that no other means exist in Sydney for dealing with dead or worn-out horses, and it would be quite impossible for horses to be slaughtered at any slaughtering yard within the metropolitan area without the fact becoming immediately known. The knackers' establishments in existence are under close and constant supervision, and certainly do not provide any meat for human consumption, alarmist theories and cries to the contrary notwithstanding. Therefore, taking the whole of the facts into consideration, the City Health Officer is of opinion that there is not the slightest occasion for the public of Sydney to feel any alarm or any misgivings as to the quality of the meat supply.

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### DAIRYING INDUSTRY BILL.

During the course of the year the Sanitary Department, and also the Health Committee, had under consideration the Dairying Industry Bill, so far as its provisions related to or affected the existing administrative powers of the City Council. The Bill was issued to the Legislative Assembly in September last by the Minister for Agriculture, and was intituled:—

“ A Bill to regulate dairies and dairy factories, and the production and manufacture and exportation of dairy produce; to secure that dairy produce shall be produced, manufactured, sold, and exported in a wholesome state; to regulate the storage, carriage, and exportation of dairy produce; and to regulate the manufacture, sale, carriage, packing, importation, and exportation of margarine and other similar substances.”

As regards the ostensible objects of the Bill which was introduced, it is assumed, in order to secure uniformity, system, simplicity, and co-ordination throughout the State, considerable difference of opinion prevails. The Bill provided *inter alia* (1) That all produce for export shall pass through the Government Stores only, there to be inspected as to packing and condition, etc., graded and branded by State Officials; (2) that produce shall be exported only from the port specified by the Government, and (3) that the ship which carries such produce must be equipped according to Government approval. The farmers interested very naturally condemn these provisions as an unnecessary interference with the dairying industry. At the present juncture it is not necessary to make any comment on these clauses, as the Bill was withdrawn towards the end of the session. I am, however, in duty bound to point out that whilst the adoption of a deterrent and uniform system of procedure may for many reasons be recommended as far as local conditions and peculiarities—which must always be determining factors—will permit, subject to the powers of administration being exercised by the local authorities pursuant to statutory obligations, the Dairying Industry Bill possessed no municipal foundation. While under Section 2 it was proposed that nothing in the suggested Act should affect the operation of the Public Health Act 1896 (since consolidated as the Public Health Act 1902), or the Cattle Slaughtering and Diseased Animals



and Meat Act 1902, it was provided in Section 3 that the Dairies Supervision Act 1901 should be repealed, and by Section 5 that the administration of the provisions of the proposed new Act should be vested in the Government. The effect of these provisions, if adopted, would be to supersede the Board of Health, and the City, suburban, and other municipalities in the State—authorities who, I most respectfully submit, are not only the proper authorities, but by training and experience, combined with the possession of local administrative machinery and a thorough knowledge of local conditions and circumstances, the most competent as well as the most impartial and unbiased authorities to administer Acts of this important character. To my mind the difference existing, or, rather, which ought to exist between legislative and administrative bodies does not appear to be recognised or treated with that importance it deserves. The authorities just alluded to are representative bodies upon whom, by precedent, common usage and inherent right, administrative functions devolve, and, who experience teaches, are obviously suitable for undertaking responsible duties in the public interest.

It may also be pointed out that the Dairies Supervision Act—"An Act to consolidate enactments regulating the production, manufacture, and distribution of milk, cream, butter and cheese"—did not come into operation in its consolidated form until the 8th November, 1901, when Parliament, in its wisdom and discretion, deemed it advisable to endow the Municipalities as custodians of the public health, with the necessary administrative powers, Parliament wisely recognising the rights and duties of local authorities in relation to matters of public health, which are essentially fundamental parts of good municipal administration. From the municipal standpoint the proposal in this regard cannot fail to be considered in the light of a retrogressive step. Inquiries have been made, and there does not appear to have been any diffidence, reluctance, indifference or negligence on the part of those entrusted with the administration of the provisions of the Act now in force—provisions which are in every respect appendages of ordinary sanitary service, and which are always found under municipal management and control—to put those provisions into active operation against offenders judiciously, yet impartially in the public interest. It has never been asserted that the citizens or residents in a borough have not proved their capacity to govern themselves properly, and Municipal authorities, generally speaking, are endowed with sufficient determination and public spirit to deal with any delicate questions which arise from time to time, and hitherto they do not appear to have been found wanting.

For some time past, I understand, there has been an oft-reiterated desire expressed for an improvement in the status of municipalities, to raise them to a higher level and to give them much-needed additional powers. The question, therefore, of the administration of the powers of dairy supervision is not merely one of local interest, but it is one which largely affects municipal communities all over the State, who are aspiring, and rightly aspiring, to a higher municipal plane.

As the matter is one of importance, and in order that the exact position may be clearly defined, as regards existing administration, it may be mentioned that, under the Dairies Supervision Act 1901, the local authorities authorised and required to administer the Act within their respective districts or places are as follows, viz.:—

1. Within the boundaries of the City of Sydney, the Municipal Council of that City.

2. Within the limits of any other municipality or portion thereof, the Council thereof.
3. In any other place where there is no municipality, the Police Magistrate or Senior Police Officer of the police district in which such place is situate.

The registration and supervision of all dairy premises and milk shops and stores, and butter and cheese manufactories is an important part of the onerous duties devolving upon the Sanitary Inspector to the local authorities, and so far as the City of Sydney is concerned, it is a duty that has hitherto been carefully performed in the public interest, and, although not within my own personal knowledge, I have every reason to believe from inquiries which have been made, that, generally speaking, similar duties are regularly and efficiently carried out within the metropolitan area, and to the complete satisfaction of the Board of Health, which is the superior authority and propelling power where necessary under the Act.

As regards the City of Sydney, under the existing law a register is kept, in which the names and addresses of all persons dealing in milk within the City boundaries are entered. From time to time, as occasion may require, the names of all those who remove from the City or cease to sell milk therein, or otherwise become disqualified, are struck out. All dairies and milk shops are visited at least once in every three months by the Sanitary Inspector, and some more frequently at irregular intervals in order to keep them up to the required standard as regards cleanliness, etc. Carters are frequently stopped and the condition of the cart, etc., noted, and the appliances and utensils in use overhauled. The date of inspection and results are entered in the official register, which thus becomes a perfect official record always at command for reference. Particular attention is directed to all the large distributing depôts within the City.

The periodical, systematic and irregular inspections and subsequent surprise re-inspections are most rigid. The premises are thoroughly gone through and most carefully examined in every part, and any defects found to be existing, or conditions which lead to defects, are pointed out, and if the requirements are not attended to immediately and defects effectively remedied and steps taken to prevent a recurrence, the Certificate of Registration is withheld until such time as the premises are certified to be in a fit state to be used as a place where milk can be sold or distributed. In the event of any appliance or utensils used in milk distribution being faulty or in defective condition, a notice is served to have the same remedied forthwith and kept in a thorough state of cleanliness and usefulness.

Any suspicious case of sickness that may be noted in connection with any person resident in a milk vendor's premises is at once reported to the City Health Officer, and the vendors are thereupon cautioned against dealing in milk until such person has been visited by a medical practitioner and the case diagnosed. Should such case, upon examination, prove to be of an infectious character, milk registration is immediately cancelled and is not renewed under any circumstances until all trace of infection has completely disappeared and a clean bill of health obtained. The Sanitary Inspector receives particular instructions in this respect, and the duty has hitherto been performed to the unqualified satisfaction of the City Health Officer.

Samples are taken frequently throughout the year, and prosecutions follow in all cases, without exception, where analyses show that milk is adulterated by chemicals, or over five per cent. of added water.

Twice in each week early morning visits are made for the purpose of taking samples from carters and others engaged in the trade.

In England the Local Government Board and the Board of Agriculture are invested with powers sufficiently comprehensive in their scope to enable them, not to administer, but to enforce the proper administration of the law throughout the Kingdom, and any default on the part of a local authority would speedily ensure the prompt issue of a writ of mandamus from a superior judicatory.

In this State the Central Department of Public Health occupies a position similar to the bodies named, and very properly possesses general supervisory powers over the manner in which the local authorities discharge the duties incumbent upon them under the Act, and likewise possesses the necessary powers of interference or propelling power in the event of there being any neglect or suspicion of neglect on the part of the local authority to properly administer the Act, and the register, which is kept in accordance with the provisions of the Act, is open during office hours for inspection by the Board of Health or its officers. In the month of January a return is furnished to the Board of Health in the prescribed form of all proceedings during the preceding year, and the officers of the City Council are at all times prepared to furnish any extracts from such register that may be required by the central authority.

The following summary of registrations is submitted for the information of the Council:—

SUMMARY OF REGISTRATIONS, &c., FROM 1ST JANUARY TO 31ST  
DECEMBER, 1902.

DAIRIES—

Applications to be registered	...	...	3
Applications refused	...	...	Nil
Removed from district	...	...	1
Now standing registered	...	...	2

MILK VENDORS (SHOPS)—

Applications to be registered	...	...	961
Applications refused	...	...	19
Removed from district	...	...	229
Now pending	...	...	19
Now standing registered	...	...	694

MILK VENDORS (CARTERS)—

Applications to be registered	...	...	225
Applications refused	...	...	Nil
Removed from district	...	...	3
Now standing registered	...	...	222

TOTAL REGISTRATIONS AT 31ST DECEMBER, 1902—918

Total applications for registration	...	1,189
Total inspections	...	3,555
Total samples taken	...	208
Prosecutions instituted	...	88
Convictions obtained	...	85
Fines imposed and costs awarded	...	£164 16s.

From the foregoing observations and particulars the Council will no doubt observe that the duty imposed upon the Council as guardians of the public health in the important matter of pure milk supply has not been ignored, neither has it been performed in any perfunctory or



slipshod manner; but, on the contrary, all matters relating to inspection and registration in connection with milk supply and distribution have been done thoroughly and well, with a view to ensuring, as far as possible, strict conformity and compliance with the provisions of the Act, and by so doing secure a pure supply for the citizens.

With regard to the metropolitan area generally, I am informed on most reliable authority that frequent irregular inspections of the dairies and milk shops in their respective districts are made by the inspectors and all metropolitan sanitary authorities, and that every dairy and milk shop situate within the area is inspected at least once a year—generally more frequently—on behalf of the Department of Public Health. As a result of these inspections the general conditions of dairies and milk shops have been very much improved since the passing into law of the Dairies Supervision Act, and the investment of their control in the hands of the local sanitary authorities.

During the year 1901 two hundred and one samples of milk were taken by the metropolitan sanitary authorities, as distinguished from the City authorities, from milk vendors for the purposes of analysis. One hundred and ten prosecutions were instituted, and ninety-five convictions obtained for the sale of adulterated milk. In 1902 samples of milk taken under the same auspices numbered two hundred and eighty-three. There were one hundred and thirty prosecutions undertaken, and one hundred and nineteen convictions obtained during the same period. At the close of the year there were in existence within the metropolitan area two thousand and ninety-five milk vendors, all of whom are engaged in the sale and distribution of milk for the daily consumption of residents within the metropolitan area.

It is of the very essence of local government that there should be a large freedom of administration by the representatives of the locality. I do not presume, therefore, to make any comparison, or to attach any special value to the information submitted, beyond pointing out that in itself it furnishes clear, abundant, and satisfactory evidence that the duties imposed by the Act are efficiently carried out in the City and suburbs.

Furthermore, seeing that the central authority—the Board of Health—has never had occasion to direct attention to any dereliction of duty, actual or implied, on the part of the Council, or its responsible officers, it may safely be assumed that the desired results have been judiciously and effectively attained, and the Act properly administered. Again, municipal authorities are not only trustees of the ratepayers' money, but they are responsible for the good government of their respective areas, and if they neglect to do what lies in their power and their province to promote the health of the inhabitants of these areas they fail in their stewardship. It is their bounden duty to see that the lives of the citizens and residents are rendered sweet, clean, and wholesome by removing sources of impurity, contamination and adulteration, and on behalf of the City Council, whom I have the honour to serve, I respectfully but unhesitatingly claim that this has been done, and that the Council are to be congratulated on the unobtrusive and almost unobserved way in which the provisions of the Dairy Supervision Act, and matters essential, ancillary and incidental thereto, have been, and are, being observed.

The fact cannot be contested that whatever may have happened with regard to other duties, the obligations as to the requirements of the Act under review have been satisfactorily discharged by those responsible. Assertions to the contrary notwithstanding, objections to the present system will be found on enquiry to be groundless and any



opposition to administration by municipal authorities will, I am satisfied, be found to be unwarranted in every particular.

The great importance of the control of the milk supplies being in the hands of the local health authorities cognisant with local circumstances is, I submit conclusively illustrated by the fact that since the year 1881, in Great Britain, fifteen epidemics of diphtheria, thirty-two epidemics of scarlet fever, and forty-eight epidemics of typhoid fever have been recorded as being directly attributable to contaminated milk supplies.

I, therefore, respectfully submit that the administration of this important branch of municipal service should continue to be vested in the municipalities.

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### MILK PRESERVATIVES.

Arising out of prosecutions which had taken place with regard to the use of boracic acid as a preservative in milk, and which had been held over for some time pending the report of the Imperial Parliamentary Select Committee as to the propriety of using any preservative at all in milk, a deputation waited upon the Lord Mayor with a view to extending the time for the erection of a pasteurisation plant. The matter was accordingly submitted to the Council, when it was decided to withhold further proceedings for a period of six weeks, so as to give all dairying companies an opportunity of installing plant to pasteurise milk, and public notice of the action of the Council was given by advertisement.

The question of preservatives in milk, etc., is now engaging the serious attention of the Board of Health.

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### ADULTERATION.

The important question of using preservatives in articles of food has been under consideration by the Board of Health during the past year, and having regard to the regulations, which it is understood the Board are likely to frame at no distant date, it may be of interest to set forth the recommendations submitted to the Local Government Board in England by the Departmental Committee appointed in 1899 to inquire into the use of preservatives and colouring matters.

The members of the committee were the Right Hon. Sir H. E. Maxwell, Bart., M.P.; Dr. I. E. Thorpe, C.B.; Dr. H. I. Bulstrode and Dr. F. W. Tunnicliffe, and the following recommendations have been made:—

1. That the use of formaldehyde or formalin or preparations thereof in foods or drinks be absolutely prohibited, and that salicylic acid be not used in a greater proportion than one grain per pint in liquid food and one grain per pound in solid food. Its presence in all cases to be declared.
2. That the use of any preservative or colouring matter whatever in milk offered for sale in the United Kingdom be constituted an offence under the sale of Food and Drugs Acts.

3. That the only preservative which it shall be lawful to use in cream be boric acid or mixtures of boric acid and borax, and in amount not exceeding 0·25 per cent., expressed as boric acid, the amount of such preservative to be notified by a label upon the vessel.
4. That the only preservative permitted to be used in butter and margarine be boric acid or mixtures of boric acid and borax, to be used in proportions not exceeding 0·5 per cent., expressed as boric acid.
5. That in the case of dietetic preparations, intended for the use of invalids or infants, chemical preservatives of all kinds be prohibited.
6. That the use of copper salts in the so-called greening of preserved foods be prohibited.
7. That means be provided to exercise supervision over the use of preservatives and colouring matters in foods, and to prepare schedules of such as may be considered inimical to the public health.

Experience teaches that the method of adulteration by the addition of a preservative, that is boric acid, is one likely to lead to great abuse, and is one which should be strongly fought against, having due regard to climatic conditions. Not only does the wholesale dealer or farmer add a quantity of preservative; but the retailer also, keenly alive to his personal interests, does so occasionally, so that by the time the unfortunate consumer receives the article it partakes more of the nature of a drug than a food.

As regards milk it will be observed that in the report of the Departmental Committee, just quoted, the use of *any* preservative or colouring matter whatever in milk offered for sale in the United Kingdom, constitutes an offence under the Statute, and such a recommendation as this, on the part of an influential expert Departmental Committee, will, no doubt, materially assist municipal health authorities in any regulations that may be made, or in any proceedings that may be taken hereafter with regard to milk which has been preserved by boric acid or other chemicals, and which has such deleterious effects in the case of children.

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### ANALYSIS OF FOODS, &c.

In February, last year, representations were made to the Hon. the State Premier and Chief Secretary that, in the opinion of the Council, it was desirable that the Government should carry out the analysing of foods and drinkables, as might be deemed necessary by the City Health Officer, without charge to the Council. At the same time it was intimated that the Council did not feel justified just then in undertaking the expenditure of a large sum of money in the establishment of a municipal laboratory for the purpose, although at the same time it was fully recognised that such work is of the greatest importance in safeguarding the public health.

On the merits of the question it appears to be contemplated in the Adulteration part of the Public Health Act that the work referred to should be performed by local authorities, and, upon consideration of the matter there appeared to be no reason why the Government Analyst should not carry out analyses for the City Council as well as for other

local authorities. The subject was referred to the Board of Health for an expression of opinion, and that Board duly reported to the State Premier and Chief Secretary that, in its opinion, no change in the practice then in operation need necessarily be made in the event of the request of the City Council being acceded to, and that if at any time the City Council should systematically press execution of the Adulteration part of the Public Health Act by its officers, and the Government Analyst should report that the work is above the capacity of his laboratory, it would then be for the Board to reconsider the question. Analyses for the City Council, therefore, are now carried out by the Government Analyst free of charge, and for this concession the acknowledgments of the Council are due to the Hon. the State Premier, and the Board of Health.

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### SMOKE NUISANCE ABATEMENT.

The City Solicitor, towards the close of 1901, reported that the only express power which the Council possessed to deal with the prevention of smoke is that contained in the words of the 224th Section of the Sydney Corporation Act, 1879 "the consumption by factory chimneys of their own smoke," and the by-laws, through following the words of the section, failed in practice by reason of the fact that it is practically impossible to consume smoke in a chimney. To make a satisfactory by-law, dealing with the prevention of smoke, the Council required further legislative powers, and pending the same being obtained, new by-laws were suggested under the power to make by-laws for the suppression of nuisances. The proceedings under which certain convictions were obtained were taken under the Smoke Nuisance Prevention Act. Although as the City Solicitor advised there are certain technical difficulties to be met with in a prosecution under this Act, it is not necessary to prove the creation of a nuisance, the proof of which, under the by-law suggested, would be necessary, and might in many cases be difficult to establish, and he therefore was of opinion that it would probably be found more desirable to continue proceedings under that Act in preference to the proposed new by-law until further powers are obtained. Having regard to the difficulties which existed, and in order to give steam users an opportunity to provide suitable smoke prevention appliances, owners of chimneys were noticed by public advertisement that after the 1st March, 1902, steps would be taken to prosecute offenders. In consequence of this intimation an influential deputation waited upon the Lord Mayor with the special object of obtaining a time limit in every hour in which to allow the black smoke to clear from the stacks, and to ask that prior to any proceedings being taken against the mercantile steam users the Council should place the most approved smoke preventor upon the electric lighting plant at the Town Hall, and, further, that the Council should insist upon the Railway Commissioners abating the smoke nuisance at the Power House, Ultimo, by placing in the boiler house there the most approved type of smoke destroyer. The deputation also strongly urged that the Council should indicate a type of smoke consumer which they could recommend. The Lord Mayor justly pointed out in reply that he could not give them the assurance asked, seeing it was no part of the duty of the Council or its officers to recommend any particular form or make of appliance to remedy the evil. The duty of abating the nuisance devolved upon the occupier of the premises. In this connection it was my duty to report to the Lord Mayor, that in England it had always been held that it was not a part



of the duty of the municipal authorities or of any of their officers to indicate how any nuisance of this character should be abated, as the duty of abating nuisances fell upon the creators of these nuisances. The Lord Mayor also informed the deputation, on the authorities submitted to him, that the English Acts of Parliament were much more stringent than that in Sydney, it being no uncommon occurrence for the heaviest fines and costs to be imposed. With regard to the suggested time limit, his lordship intimated that that matter should receive consideration, and at a subsequent meeting of the Council, on a motion submitted by the Lord Mayor, it was resolved to allow a time limit for stoking purposes of three minutes in each half hour, which it was hoped would tend to an abatement of the nuisance, and at the same time be a concession to the mercantile steam users.

Certain proceedings which had been initiated in 1901 were continued in 1902, and in May last the City Solicitor asked for instructions as to what action should be taken in regard to the prosecutions then pending. In the first instance, proceedings were instituted against five different defendants, one case which was heard occupying the greater part of four days, during which a great deal of expert engineering evidence was given on both sides. The Stipendiary Magistrate laid stress during the hearing on the fact that the Council was endeavouring to administer an almost obsolete Act, and at the termination of the case gave the defendants the benefit of the doubt and dismissed the information without costs.

Under the Smoke Nuisances Abatement Act, which was passed in the year 1866, it is necessary to prove the faulty construction of the *furnace*, and as most chimneys are connected with more than one boiler having separate furnaces, the fact of black smoke issuing from the chimney is not sufficient to show faulty construction of one particular furnace, and it is impossible to locate the smoke arising from any such furnace. It is, therefore, necessary to go into the question of construction, and the Council is greatly handicapped by the fact that the furnaces are in use at the time of the Inspector's visit, and no more than a cursory external examination can be made, whereas the defendants, for their own purposes, can arrange to have the fires taken out and arrange for an inspection of the interior of the furnaces by their own expert witnesses. As will be seen, therefore, it became a question of the weight of expert evidence, and the magistrate naturally hesitated to convict in face of evidence by the experts who attended, to the effect that the furnace was properly constructed. Having regard to these facts, it was decided not to proceed further with the cases referred to, but to await the passing of the Sydney Corporation Act Amendment Bill. It is proposed to incorporate in this Bill the provisions of the London Public Health Act, 1891. Section 24B of this Act declares a chimney (not being a chimney of a private dwelling-house), sending forth black smoke in such quantity as to be a nuisance, to be a nuisance within the meaning of the Act. With a view to obtaining further power in dealing with smoke nuisance, the London County Council has decided to ask Parliament to add the words "or other smoke" after the words "black smoke" in Section 24B, and to provide a penalty of not exceeding £10 for the first offence, increasing the amount for every subsequent offence, it being considered that if these amendments of the Act are obtained there is but little doubt that there will be a considerable abatement in the smoke nuisance.

From the particulars contained herein in reference to the subject, the Council and the public will observe that the continuation of the smoke nuisance even in a modified form, as I gladly acknowledge, is not owing to any neglect on the part of the Council, but is attributable to



the defects in the Council's power to make by-laws for the prevention of smoke, and the failure of the by-laws already made under the defective powers to cope with the same nuisance and to no other cause.

It is at the same time encouraging to be able to report that as the result of inquiries it has been ascertained that complaints as to smoke nuisance caused by the emission of black smoke from chimneys and shafts, other than those of private dwelling-houses, have not been so numerous as during the preceding year. This may possibly have arisen from the fact that although the Council is only able to act under very restricted powers, these chimneys and shafts have been kept under constant observation by the Inspectors in the Sanitary Department charged with that important duty. It is, at the same time, very true that numerous complaints have been received from various sources with regard to the continuance of the nuisance and annoyance caused to the general public, and in such cases the existence of the nuisance was immediately brought to the notice of the firm responsible, and, as far as possible, the nuisance was abated for the time being. In several instances, however, there was a tendency to recurrence, but under threats of proceedings, considerable improvement was effected. Although several offending shafts still require close surveillance and observation, the Council on the whole may be congratulated on the fact that there has been a decided improvement with respect to the emission of black smoke from the chimneys and shafts in the City, and this improvement may be set down to the constant and unremitting attention given by the officers of the Sanitary Department to the matter, and the imposition of the time limit for stoking purposes.

In the matter of the time limit it may be stated that the London County Council has expressed the opinion that a period of five minutes from the lighting of the furnace might be permitted, but that afterwards a discharge of black smoke for one minute or more should be the subject of proceedings. In many large provincial cities and towns in Great Britain, notably Liverpool, Manchester, Sheffield and Bradford, special inspectors, possessing some knowledge of mechanical engineering, are now employed to enforce the carrying out of the provisions of public and local Acts relating to the consumption of black smoke. Liverpool Corporation has appointed three, Manchester four, Sheffield and Bradford one smoke inspector. In Glasgow and Nottingham the smoke observations are undertaken by the police authorities.

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### NIGHT REMOVAL OF REFUSE.

The removal of refuse in large cities has always been a matter of serious moment, a problem difficult of solution to municipal authorities. The condition of affairs in Sydney was such as to justify the Lord Mayor, in accordance with the expressed wish of the Health Committee, to whom a proposal had been made that the city refuse should be collected by night instead of by day, in submitting a minute for approval by the Council, embodying the means by which such proposal might be carried into effect. In the minute of the Lord Mayor, it was suggested that instead of the then existing system of beginning the collection of garbage at five o'clock in the morning and continuing it throughout the day, work should be begun at ten o'clock at night and be wholly completed before nine o'clock the next morning. The Council at the time had under order fifty new carts, and one result of the change in the time of the collection, it was thought, would be that such carts

on their return to the dépôts by the night workmen, when the collection of the house garbage would be completed, could be properly scoured and then made available with day workmen for the more efficient collection of street refuse throughout the day, the lastmentioned work being most inefficiently carried out, owing primarily to the fact that the bulk of the carts are continuously engaged during the daytime in the collection of house refuse, and quantities of street refuse are allowed to accumulate in the orderly-bins, and even in small heaps on the roadways, until the services of a cart can be spared from other work.

The necessity of passing by-laws regulating the hours during which refuse boxes were to be available for collection and also to compel the owners of boxes to place them in positions easily accessible to the carters and within a given distance from the kerb or footway was admitted. Under the system then existing it was the practice of the carters to enter the back premises of many houses and carry the boxes for sometimes long distances to the carts, the Corporation workmen thus performing at the expense of the citizens a service which should properly be discharged by domestics. This practice the Lord Mayor considered objectionable, and was of opinion that it ought to be discontinued. Firstly, because it was unreasonable to expect carters to discharge such work, and, secondly, because in the event of the night system being adopted householders would prefer to lock their back gates after nightfall, thus preventing access to the boxes.

The City Surveyor, in reporting upon the proposal, stated that he could not too strongly recommend the scheme to the earnest consideration of the Council, as he felt convinced that the change of system would do away with the present unsightly dirt boxes, the contents of which remain exposed to the rummaging of an unclean army of rag-pickers during the night, and often have to remain for hours festering in the sun, sometimes until late in the afternoon, until the carters are able to remove them. The City Surveyor was further of opinion that the gain in increased comfort to the citizens in the decent appearance of the streets and in the decreased opportunity for rats to grow fat on the stored-up garbage, quite apart from the higher consideration of public health, would amply justify the change. Testimony of this character had no doubt great weight in inducing the Council to give the suggested experiment a trial. That the proposal was no new thing is fully borne out by the fact that the action of the Lord Mayor, and the testimony of the present City Surveyor, had been fully anticipated by the late City Surveyor, as appears on reference being made to the report submitted by him to the Council in 1892, of which the following is an extract:—

“Further precautions might be exercised by removing the refuse at night, for from my experience of City works, I cannot conceive any impracticability for such work to be so carried out; with strict supervision it could be done as cheaply, and indeed more effectively (in an all round sense), than at present.”

Personally, I am glad to find that the views entertained by the Lord Mayor, and with which I heartily concurred, believing that the adoption of the night system of removal of refuse would eventually be advantageous and productive of the greatest good to the greatest number, had been anticipated with such commendable perspicuity by such an experienced municipal authority as the late City Surveyor some ten years antecedent to the actual introduction of the system.

On the minute of the Lord Mayor being considered by the General Purposes Committee, to whom it was referred, the principle of collecting and removing city refuse by night was affirmed, and after preliminary inquiries by the Health Committee and By-laws Committee, an experimental trial of three months duration was ultimately decided upon.

The new system was inaugurated about the middle of July, the adverse circumstances which attended its inception continuing during the whole period covered by the experiment. From the very outset certain employees of the Council manifested latent if not open opposition, almost amounting to defiance in carrying out instructions. Judged by their conduct the malcontents had evidently determined that so far as their efforts could be concentrated in opposition to the experiment such concentration should be made, and instead of giving the new system fair play their efforts contributed very largely to its ultimate abandonment, and their disloyalty to the Council and the service in relation to this matter cannot be too severely condemned. With employees disloyal, efficient and satisfactory service was utterly impossible. In response to the demand of public opinion, the experiment, which the City Health Officer declares to have been a decided success, was undertaken on the initiative of the Lord Mayor, as an honest and straightforward attempt to give an improved service, with the object of securing the abolition of the almost intolerable nuisances occasioned under the day service, by the countless myriads of flies which followed the carts along the line of route to and from the Destructor, carrying germs of disease with them; the diminution of the dust nuisance, the procession of unsightly and evil-smelling refuse carts following one another in close proximity along the busy, populated streets in the day time; the reduction and consequent improvement of the traffic; and the interminable rows of unsightly garbage boxes of all sizes, shapes and conditions, which disfigured many of the streets of the city from early morn until late in the afternoon. To secure these distinct advantages in the interests of public health was worth some striving for and worth some sacrifice surely, and to be thwarted very largely by the Council's own employees affords ample thought for reflection, and it may be introspection as to the position occupied by employees to employers. Although the change was welcomed by many sections of the public, it was received with decided opposition by others, and, remarkable to relate, was scathingly condemned within two or three days after it had commenced as "a grave error and a change which served no useful purpose." This, of course, was mere assertion and not argument. I do not for one moment attempt to deny that some legitimate cause of complaint existed, especially in the allegation as to the injurious effect upon public health on account of disturbed sleep—an admittedly important factor in the production of nervous diseases. This argument was reasonable and made, I believe, by many in all good faith. But whilst this was the *effect*, the *cause* has to be attributed not to the system, but to the manner in which it was carried out by those entrusted with the duty. When the Council's own employees made a practice of persistently making the greatest possible noise—thereby causing unnecessary annoyance to the citizens resident in the neighbourhood—by deliberately throwing dust bins heavily down on the pavement, by incessant shouting to the horses and to each other, by indulging in violent denunciations against those who had upset the boxes, and by noisily shovelling up the rubbish, it cannot be wondered at that citizens complained and blamed the system, whereas the workmen of the Council formed the primary contributory cause. At the very commencement it was anticipated that the noise caused by the carts might give rise to objection, and with a view to



meeting this the provision of rubber tyres on the wheels was suggested by the Lord Mayor, but such suggestion was not received with favour by the Council. With the provision of new garbage carts the noise from the carts was reduced to a minimum, but unfortunately the noise made by the workmen continued in greater or lesser degree. The noise, however, was not the only objection. In certain districts of the City the bulk of the residents were in the position of having private gardens, and in some instances of considerable length, and in these cases the garbage boxes were kept at a great distance from the back gate. All that was asked, in order to give the system a fair trial, was that these boxes should be placed if not *on* the footpath at least adjacent to the back gate. As was justly pointed out by the Lord Mayor, the members of the City Council, in the goodness of their hearts and the generosity of their nature, had been performing a large amount of domestic service for the benefit of a section of the ratepayers. It is not the duty of the municipality to go beyond a reasonable distance, and the workmen of the Council are not called upon to go a long distance down private gardens, thus wasting the time of the citizens and materially increasing the cost of the service, for the benefit of the private individual at the expense of the whole community. The discontinuance of this privilege resulted in complaints being received alleging that personal inconvenience was caused owing to boxes having to be taken into the street or lane, and that the citizens were unduly harassed accordingly. It was likewise argued that there was a risk of the box being stolen or injured by midnight prowlers. In contradistinction to this, it is worthy of observation that the police reported that the system had been productive of good results and that the constant passing to and fro of the Corporation employees during the small hours of the morning had led to a diminution in the number of "night prowlers" round dwellings.

In a report submitted to the Health Committee, in August last, the City Surveyor stated that the system of removing City refuse at night had proved highly successful, and that the complaint about the noise at night had been found to be a largely sentimental one. The night system, he reported, had remedied a great many complaints, the public were responding to the efforts of the Council, and in his opinion there was no reason why the system should not be continued. At this stage the men employed were noticed to be working better, and could finish their labours in much less time than was possible under the old regulations, principally because there was practically no delay in the matter of locomotion, whilst some citizens testified that although they were in a position to experience the noise all night, they were not dissatisfied with the alteration and slept in rooms abutting on the street, whereas as far as could be judged the complainants were only disturbed once during the night while the workmen were emptying the boxes in each locality for about ten minutes. A night service of cabs and 'buses and trams causes no complaint, and residents in the vicinity of a busy railway terminus with a constant screeching of whistles and clanging of bells is not objected to. The Council, however, in its wisdom and in deference to public opinion has decided to revert to the day system, and whilst with the late City Surveyor I cannot conceive any impracticability in carrying out the removal of refuse at night, and believe that with strict supervision it can be done as cheaply and indeed more effectively in an all round sense than at present, I, nevertheless, as a loyal officer of the Council, am prepared to work heartily and actively to the best of my ability to make the day service as successful as possible, by taking steps, vigorous steps if need be, to minimise and abate the nuisances and disadvantages previously referred to.



## NEW GARBAGE BOXES.

The Council in January last year, on the recommendation of the Health Committee, decided to adopt a new type of covered garbage box, circular in shape and easy to handle, for the reception of garbage and house refuse.

In the first instance, a limited quantity of each of two sizes was obtained, it being thought that the bulk of the citizens would provide their own boxes of similar type. Subsequently, however, consequent on the outbreak of plague, the Council decided to purchase 4,000 of the small and 1,000 of the large receptacles, the contract prices being 6s. 9d. and 8s. 6d. respectively, and again at a later period the order was increased to 8,000, the demand being large, owing to the Council having determined to provide covered receptacles free of charge to all premises assessed at £25 per annum and under. With regard to cubical contents and weight, the smaller receptacle holds  $1\frac{1}{2}$  cubic feet, and is 15lbs. in weight, the larger receptacle holding 2  $\frac{1}{10}$ th cubic feet, and is 19lbs. in weight. Each receptacle supplied by the Council is branded with the letters "S.M.C.," and bears a registered number, so that it can be traced. Altogether, 6,302 garbage boxes have been provided by the Council, 4,498 having been supplied free of charge, and 1,091 of the smaller size, and 713 of the larger size purchased from the Council at the contract price. The actual number of premises rated at £25 and under is 6,573, so that approximately 1,000 have not obtained receptacles from the Council, the garbage in many instances being burnt, and in others suitable bins of another but approved type having been provided by the occupiers themselves. The issue of free garbage boxes to persons assessed at £25 and under involved an immense amount of work, about 5,000 certificates as to assessment having been issued by the Treasury Department, and registered by the Superintendent of Assets, in addition to attending to some hundreds of applications where the assessment on the premises was found to be in excess of the prescribed limit. Several instances of apparent hardship have arisen during the year in the case of widows and others in comparatively poor circumstances, whose premises were rated at £26. In such cases it has been suggested by some members that the Council would be justified in allowing a discretionary power to the responsible officers to supply a garbage box free of charge on complying with all other conditions. From time to time it has also been suggested that the limit of ratable value should be raised. If raised to £26 as the limit it would mean the provision of an additional 450 receptacles, less those which have already obtained or been in possession of suitable boxes. Once having fixed the limit at £25, I do not think it would now be politic or judicious to raise it, and thus create a grievance amongst those who have already obtained garbage boxes by purchase, but I am of opinion the granting of reasonable discretion in cases as those referred to, might meet the requirements of the case.

That the adoption of the new type of box has facilitated the work of the City Cleansing Department, and has had a salutary effect in removing a large number of unsightly offensive boxes from the streets of Sydney must be patent to all. But while a considerable improvement has been effected, there is still considerable room for a drastic change in many parts of the City. In large numbers of cases the requirements of the by-laws have not been complied with, and no attempt appears to have been made to comply with them. Public notices by advertisement have from time to time appeared, and individual notices have been served, and now that the system of approved garbage boxes has been in operation for about twelve months, the Council in taking stringent

steps to enforce compliance with the provisions of the by-laws, cannot be accused of harshness or want of leniency. Altogether 42 prosecutions were instituted up to 31st December, and fines inflicted in the great majority of cases, and whilst I am reluctant to urge legal proceedings against individual citizens, the health of the City is the primary consideration, and such proceedings must take place as a matter of course against persons whose neglect constitutes a menace to the health of their neighbours and the citizens generally. On this point it may be observed that as some little doubt exists with regard to the compulsory power of the by-law which requires householders to provide suitable covered garbage receptacles, a new by-law is being prepared to deal more conclusively with the matter, and to remove any doubt which may exist.

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### NEW GARBAGE CARTS.

In accordance with the policy enunciated by the Lord Mayor at the commencement of the year, to the effect that the Council would be asked to assume the ownership of garbage carts, and gradually abolish the system of hiring dust carts from outside owners, which has not given satisfaction in the past, it was determined, on the recommendation of the Health Committee, to adopt a new and improved type of covered garbage cart. With a view to the improvement of the outdoor service of the Council in the manner indicated, tenders were invited for fifty carts to be constructed according to specifications prepared by the City Surveyor. Ten of these carts were constructed at a cost of £25 10s. each, and forty at a cost of £26 10s. each, the fifty carts thus costing in the aggregate £1,315. The expenditure of this sum has been more than justified in a greatly improved service and economical administration, the adoption of the covered cart having given general satisfaction. It is intended to place a sum on the current year's estimates to provide for thirty additional carts of a similar type, and it is hoped that at no distant date on the equipment of town yards on the sites already purchased for the purpose, that the Council will become the owners of its own horses and harness, and thus complete an efficient service in this direction adequate for the duties devolving upon the Works and Cleansing Departments.

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### NEW TUMBLER CARTS.

The City Surveyor has had under consideration the desirability of providing suitable tumbler carts for removing slush and mud from the streets, and with this object in view it is his intention to place a sum of £200 on the estimates for the current year. Balanced sanitary tumbler carts of the description required are specially suitable and strongly recommended for carrying street sweepings, offal of all kinds, sewerage manure, contents of earth closets, etc., and for general sanitary purposes. Indeed, wherever the cleansing of large towns is carried on systematically the tumbler carts are invariably used, and are of the greatest assistance in following street sweepers and ensuring a speedy removal of slushy matter with the minimum amount of annoyance and inconvenience to the general public. Several of these carts have been specially designed with a view to perfect balancing, whereby the weight is removed almost entirely from the horse's back, and this appears, on the

testimony of eminent city engineers and city surveyors, to have been most successfully accomplished. The tipping arrangements are exceedingly simple and most effective in application, turning the body of the cart entirely over or fixing it at any required angle by means of improved locking apparatus. As a general rule the bodies of these carts consist of a wrought-iron tank, set low to the ground by the axle passing through the centre, thus rendering the carts very convenient for loading. I have frequently seen carts of this description fitted with a delivery pipe and valve, easily affixed and taken off, thus combining their use as slush carts and on emergencies as reserve street-watering carts. With regard to the important item of cost, there are numerous makers on the market, and prices vary, but the following may be accepted as a fair criterion of prices in England:—

No. 1—To hold 150 gallons; wheels, 4 feet 9 inches; tyres, 3 inches wide ...	£24 10s.
No. 2—To hold 200 gallons; wheels, 5 feet; tyres, 3 inches wide ...	£28
No. 3—To hold 225 gallons; wheels, 5 feet 4 inches; tyres, 4 inches wide ...	£28 10s.
No. 4—To hold 260 gallons; wheels, 5 feet 4 inches; tyres, 4 inches wide ...	£31
No. 5—To hold 280 gallons; wheels, 5 feet 4 inches; tyres, 4 inches wide ...	£32 10s.

After many years' experience of the usefulness and efficacy of tumbler carts, and the improved efficiency in the administration of the service consequent on their adoption, I unhesitatingly recommend the purchase of carts of the type named.

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### NEW WATERING CARTS.

In August last, acting under the instructions of the Lord Mayor, I submitted a report to the Health Committee on the various types of watering carts in use in large cities and towns in England, the type best adapted in my judgment to meet the requirements of the City of Sydney being the "Improved Willacy" watering vans, manufactured by Messrs. William Glover and Sons of Warwick. The Council, on the recommendation of the Health Committee, decided to purchase two watering vans of this type by way of experiment, one of 400 gallons capacity and one of 700 gallons capacity, the former costing £65, inclusive of packing, etc., and the latter with special brake attachment, including packing, £76. The smaller van has arrived, and has been fitted up under the direction of the City Surveyor, but has not yet been put into use. The special report referred to, which gives full particulars and details, is contained in the appendices in the annual volume of proceedings.

By direction of the Lord Mayor a sum of £300 has been placed on the estimates for the current year to provide for additional watering carts of similar or other approved types, in the event of those already purchased giving satisfaction.

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### NEW SAND-DISTRIBUTING CARTS.

A report, with particulars and description of the best type of Sand-distributing Cart in use in large cities and towns in England, was also prepared by direction of the Lord Mayor and considered by the Health Committee, who, in September last, referred it to the City Surveyor for further consideration, seeing that no explanation appeared to be forthcoming relative to the discontinuance of Sand-distributing Carts of a



similar type, which had formerly been in use in Sydney. The reference to the City Surveyor has not yet been discharged.

By direction of the Lord Mayor a sum of £150 has been placed on the estimates for the current year to provide for sand-distributing appliances of an improved type.

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### REFUSE DESTROYER.

The Refuse Destructor erected at Moore Park under contract by Messrs. Goddard, Massey and Warner, of Nottingham, England, was completed in April last, and the period of maintenance under the contract commenced on the 25th April and terminated on the 25th October.

During that period the total quantity of refuse which passed through the Destructor was 7,069 tons 6 cwt. 2 qrs., that is for the term of maintenance comprising 152 working days, assuming the Destructor to have been in active working operation the whole of each working day and omitting Sundays and holidays. According to the weekly reports of the City Surveyor, as submitted from time to time to the Health Committee, the Destructor was working 141 days during the six months, and on this basis the average quantity of refuse passing through the Destructor per day would be 50 tons 2 cwt. 3 qrs., the estimated cost per ton destroyed being 2s. 3½d., as against 1s., which the Council anticipated would be the cost in accordance with what they had every reason to believe was a condition embodied in the contract.

The amount of the contract for a six-celled Refuse Destructor of the "Perfectus" type, erected and completed on Moore Park, Sydney, was £9,755, to which had to be added a sum of £416 for six months' working maintenance of Destructor, making a total of £10,171. In addition to this sum, Messrs. Goddard, Massey and Warner claimed further sums amounting in the aggregate to £2,232 19s. 11d., making the total cost of £12,403 19s. 11d.

The Council disputed these extra items and the matter was referred to arbitration, Senator R. E. O'Connor, K.C., being appointed sole arbitrator by consent. After considerable negotiation it was finally arranged between the parties that the Council would pay and Messrs. Goddard, Massey and Warner would accept a sum of £741 4s. 6d. in addition to the amount of contract, viz.:—£10,171, and that mutual releases should be given. The Council, in effect, were prepared to admit liability for the greater portion of this amount at the commencement of the proceedings, such sum being made up of items which Counsel advised could not be contested. The total cost, therefore, of the Destructor has been £10,912 4s. 6d., instead of £10,171 as contracted for. In explanation of this excess cost it should be stated that £127 2s. 9d. is in respect of exchange on Council's bank draft on London; £247 0s. 4d. additional cost incurred in going deeper with foundations to chimney stack; £348 7s. 9d. customs duties on ironwork and plant and cement; £11 cost of fixing telephone at works; and £7 13s. 8d. interest on amount from date of notice of arbitration proceedings to date of settlement.

A detailed report on the quantity of refuse destroyed and the approximate cost of destruction per week during the period of maintenance, with references to and extracts from correspondence which took place during such period, with an epitome of the various occurrences which led to the matter being referred to arbitration, will be found in the appendices attached to the annual volume of proceedings.

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## REFUSE DESTROYER—PRODUCTS.

The conversion of clinker refuse into a commercial product of value is a problem which is engaging the attention of municipalities who have provided themselves with Refuse Destroyers. Several municipalities make paving slabs from clinker refuse, but in others the surveyors do not favour this method of utilization. Brighton, in Sussex, is a case in point, the Borough Surveyor preferring that the clinker refuse should be shaped into bricks. The Brighton Corporation are already making a profit out of the conversion of some portion of the refuse into mortar. A deputation visited the Netherlands in July last, to inspect the process of brick-making from clinker refuse works at the Hague. It is estimated that a brick-making plant, to deal with 3,500 loads of fine clinker and ash, capable of turning it into 8,000 bricks a day, would cost in Holland £2,720, while an English firm estimates for a brick-making and drying plant of the same capacity for £1,630. A slab-making plant, capable of turning out twenty to twenty-five slabs per hour, is quoted in England at £1,150. These estimates do not include the cost of machinery, which is put at £800. As regards revenue it has been estimated that 3,500 loads of clinker refuse will yield 1,000,000 bricks, at a cost, including interest and repayment of capital, of 13s. per 1,000, or a total of £650. The bricks can be sold in Brighton at 23s. per 1000, therefore the clear profit would be £750, to which has to be added a saving of £525 on cartage, or 3s. per load, including wear and tear of carts. The total profit is estimated at £1,275, an appreciable sum, and worth a struggle to obtain. It is believed that slab-making would yield an even greater profit. The 3,500 loads of clinker refuse, it is estimated, will produce 34,240 yards super. of slabs, which can be sold at 4s. per yard super., showing a net profit of £1,809 per annum, but for local reasons brick-making is preferred. The Brighton Corporation Refuse Destroyer dealt with 27,061 van loads of house refuse in 1901, the residue representing 9,000 cartloads of old tin clinkers and refuse. The tins were flattened with the steam roller, and sold at 2s. 6d. per ton, and 1,285 loads were made into mortar and freely sold, the demand being in excess of the supply, at a profit of £87 10s. Roads and pavement foundations took 1,544 loads, 1,177 loads were given away, and 4,994 loads were carted to the foreshores.

It may be advantageously stated here that the members of the Corporation of Birmingham are among the dozen or so municipalities that have engaged in slab-making. They commenced in October, 1897, spending £2,000 on hire plant, exclusive of foundations, the plant being paid for out of revenue. From the most recent figures available the production of square yards of slab in 1899 amounted to 8,860, in 1900 to 12,106, and 1901 to 9,582. The slabs were used chiefly for footpaths, were 2½ inches thick, faced with granite, and the cost of producing one such slab was 2s. 2d., the selling price ranging from 2s. 6d. to 3s. 3d.

I commend these examples to the notice of my colleague, the City Surveyor, in the hope that the commercial instincts and revenue-producing abilities, which distinguish his administration of the City Cleansing branch of his Department, may be utilised in other directions when opportunity occurs and with equally favourable results.

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## STEAM DISINFECTION APPARATUS.

The past year witnessed the installation of a steam disinfecting apparatus in connection with the Refuse Destroyer at Moore Park, the steam being supplied from the boilers of the Destroyer. The type

selected is the second largest form of the Washington Lyon extant, and is similar to one which was in use in Douglas, and which to my own knowledge gave every satisfaction during my last ten years of service there. The machine is oval in shape and jacketed, and is 7 feet long, by 6 feet high, by 3 feet 6 inches wide in the widest diameter. It is constructed to work with superheated steam, and is also capable of working with saturated steam, and works at a pressure of steam as high as 20, which corresponds to a temperature of 260 degrees Fahrenheit, but can also be worked at a lower pressure if desired. It is fitted with an apparatus for supplying air, heated by passage over hot steam pipes to the interior, and this hot air is used on the termination of each disinfecting operation for drying the goods in the chamber.

In July last, under the personal direction and superintendence of the City Health Officer, an exhaustive test of the apparatus was made, the time occupied by the test being thirty minutes exposure to the disinfecting agent. The City Health Officer obtained from the laboratory of the Department of Public Health, six test tubes containing swabs of cotton wool smeared with cultures containing micro-organisms of species highly resistant to physical and chemical agents. After the experiment had been made these test tubes were returned to the laboratory of the Department of Public Health. The report of Dr. Tidswell, Microbiologist to the Board of Health, shows that the result of the test was the complete destruction of all the organisms submitted to the action of the disinfector. The City Health Officer also reports that the test could be regarded as a satisfactory one in all respects, the apparatus working well and without any hitch, and the spores which were destroyed being amongst the most highly resistant organisms known to bacteriologists. The provision of this disinfecting apparatus will meet a long-felt public want, and its use in all cases of infected bedding and clothing ought to be encouraged.

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### LETHAL CHAMBER.

As repeated enquiries have been made with regard to the Lethal Chamber for Dogs, the following description is submitted:—It consists of an iron chamber, of which the inside measurements are 4 feet by 3 feet 6 inches by 2 feet 4 inches, and is fitted with a hinged door capable of being closed hermetically by screw clamps. An open-work wheeled wire cage just fits into the chamber, and can be run in and out when the door is open on a small tramway. Above the lethal chamber is a small chamber a few inches square fitted with a spirit lamp and an apparatus for boiling chloroform. The latter communicates by a metal tube with the interior of the lethal chamber. The operation consists in placing the dogs to be destroyed in the cage, which is then sealed up. Chloroform is placed in the boiling apparatus and the spirit lamp lighted. An escape vent allows of the expulsion of air from the chamber until air saturated with chloroform vapour has taken its place, death ensuing on inhalation of the chloroform vapour.

The City Health Officer, in July last, superintended a test of the apparatus. The combined weight of five dogs provided for the test was 112 pounds. They were placed in the cage, run into the chamber, the doors of which were closed at 12.5 p.m. One pound of Merck's chloroform was placed in the chloroform boiler and the spirit lamp lighted. At 12.10 p.m. the chloroform began to boil and the vapour to pass into the chamber. At 12.50 p.m. the door was opened and the cage run out, the entire operation from the time of closing the door until it was re-

opened having occupied 45 minutes. On removing the cage all the dogs were dead, and the City Health Officer states that they did not appear to have suffered any pain, and were in easy natural positions. He considers the test most satisfactory. The cost of one pound of Merck's chloroform at wholesale rates is 1s. 9d., the cost of destruction on this basis being a little more than 4½d. per dog. The cage, however, could without difficulty have contained fourteen dogs of the size of those destroyed, and the same amount of chloroform would have sufficed, but in that case the cost of destruction would have been 1½d. per dog, plus the cost of the methylated spirit used, which was under 2d. for the whole operation. For larger dogs, of course, the cost would be greater; for instance, not more than one, or at most two, dogs of the size of the St. Bernard breed could be introduced at one time into the chamber, in which case the cost of destruction would be as high as 10½d., or even 1s. 9d., per dog. The City Health Officer considers that death is probably painless, and the whole operation of the lethal chamber is simple, rapid and effective.

The total cost of the disinfector and lethal chamber, which was erected under contract by Messrs. Goddard, Massey and Warner, was £896.

From enquiries which have recently been made by the Inspector-General of Police, it appears that he is prepared to make a clearance of about 1,500 dogs, and will be willing to pay at the rate of 6d. per dog for destruction. The City Health Officer is of opinion that 100 dogs per day can be dealt with, and it is intended to recommend the Health Committee to approve of the suggestion made by the Inspector-General of Police, provided the dogs are delivered by the police at the lethal chamber. It may be pointed out in this connection that there are not any conveniences for the retention of stray dogs in captivity, and the animals could only be received for immediate destruction.

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### DOGS' HOME.

In August last, the Council, on the motion of Alderman Fitzgerald, decided that it was expedient that a Dogs' Home be established in connection with the Lethal Chamber at Moore Park, to be worked on lines similar to those in operation at the Dogs' Home, Battersea, London. The Kennel Club and the Society for the Prevention of Cruelty to Animals were communicated with, and asked to co-operate with the Council and the Health Committee in the matter. In reply, hearty co-operation was promised, the Kennel Club confirming the Council's view that the adoption of the system governing the working in connection with the Battersea Home for Dogs should be the standard and the ultimate goal of the Council's aims in relation to such a worthy object. The Kennel Club also pointed out that in their opinion present needs but require the providing of accommodation for those stray dogs which are gathered from the streets and are not to be immediately destroyed, but owners found for them if possible. This they considered all that was necessary as a first step, until public interest became promoted in the matter. The offering for sale of healthy animals periodically, which has also been suggested as a source of revenue, would not, in the opinion of the Kennel Club, be realised for some time to come. At the present time, with increasing claims upon civic revenue, there are, unfortunately, no funds available for the establishment of such a home for dogs, but it is hoped that in the near future, when a more humane consideration has been successfully enlisted on behalf of the dog section of the brute creation by the public generally, the Battersea system may become self-supporting if established in Sydney.



## PUBLIC CONVENIENCES.

Acting on the suggestion of the Government Auditors, the public conveniences were transferred from the control of the City Surveyor to the Superintendent of Corporation Assets, the object being to ensure uniformity and centralise responsibility for assets, such a course being in conformity with the general principle regulating and governing other revenue-producing assets already laid down and adopted by the Council. As a matter of internal economy the several attendants have from time to time been changed from place to place without notice, and generally speaking the change has proved advantageous.

As a matter of information, I beg to submit the following particulars as to takings, cost of working, etc. The receipts from the several conveniences for the year ending 31st December last have amounted to £695 8s. 3d. The maintenance expenditure for the same period has been £1,284 17s. 9d. The Treasury accounts have hitherto been kept under one ledger account, "City Conveniences," and no separate account of the expenditure having been kept, the details in respect of each convenience cannot be given. Having regard to the fact that it is desirable that the committees affected should be advised from time to time as to the receipts and maintenance expenditure relating to any particular convenience, I directed the City Treasurer in April last to give instructions to the Paymaster to arrange for the time being separately returned, and the City Treasurer has arranged to open, sub-accounts, so that in future the expenditure on each convenience will be at hand and available whenever required.

From the returns submitted it will be observed that large numbers of persons avail themselves of the accommodation provided by the conveniences, in addition to the many thousands taking advantage of the free latrine accommodation provided. The conveniences are open from 5 a.m. until midnight, necessitating attendance of two shifts per day, for which the pay is seven shillings per man per day.

The initial cost incurred in the erection of the four public conveniences mentioned, the construction of which was executed under contract, was as follows:—

Moore Street ...	...	...	...	...	£938	0	0
Liverpool Street ...	...	...	...	...	828	17	10
Darlinghurst ...	...	...	...	...	799	18	7
Parker Lane ...	...	...	...	...	456	7	6
					<u>£3,023</u>	<u>3</u>	<u>11</u>

This expenditure being a charge on the ordinary revenue of the Council, there is consequently no debit in respect of interest or sinking fund contribution. Assuming that the cost of construction had been defrayed by loan instead of being charged to revenue, the interest and sinking fund for the past year would amount to approximately £150, the total cost, inclusive of working and general maintenance expenses being £1,434 17s. 9d., thus showing a deficit on the twelve months' working of £739 9s. 6d.

There are eight attendants employed in connection with the public conveniences.

I concur with the view of the City Surveyor that these conveniences are of great public utility and benefit, and might be increased with much advantage. With this object in view a sum of £3,000 was placed on the draft estimates for last year, which sum it was proposed should be expended in the construction of additional conveniences. The Health



Committee, however, were reluctantly obliged to eliminate the greater proportion of such sum from the estimates owing to more urgent claims connected with the outbreak of plague, a sum of £850 being allotted for the purpose of a ladies' underground convenience. Owing to the great difficulties encountered in obtaining a suitable site, it was not possible to proceed with the work during the past year, but the City Building Surveyor contemplates recommending the adaptation of premises in the Queen Victoria Markets Buildings, and, if this suggestion is approved by Council, the necessary alterations will be proceeded with at an early date.

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### BATHS FOR WORKMEN.

The employees of Sir Bernard Samuelson, and indeed their wives as well, will no doubt highly appreciate the action of that extensive employer of labour in introducing into his works at Newport, near Middlesborough, England, a convenience which is an innovation in Britain, although it is well and favourably known in Germany and America. Sir Bernard Samuelson has placed baths in his works so that the men can wash thoroughly before they leave the premises, and arrangements are made whereby the workmen can, if they choose, change their clothing, and go out into the streets clean and comfortable and without those marks of toil, which make many, however much the working man is esteemed in theory, keep away from him as much as possible in practice under certain conditions. If the working men of the day are not cleanly, if they remain the "great unwashed," the fault is not by any means wholly theirs. As a general rule fixed-in baths are not provided in the homes of the working men; movable baths, besides being heavy and clumsy ungainly things to handle, take up too much room in the house to be indulged in. And under English conditions I am sorry to say the fact that the husband comes home greasy and grimy from his work, and consequently dirties everything he touches, is not an unreasonable excuse for the wife being something of a slattern. If the man of the house returns home clean, he is more likely to expect and in time to find a clean home awaiting him. And probably the cleansing influence of the bath at the works would, before long, extend far beyond its direct action, and wife and children would feel themselves compelled by the force of powerful example to be clean and tidy to a far greater extent than they do now. And perhaps the fact that workmen would change their working clothes before they left the works, and would appear in street or tram, or train, clean and comfortable, as the true typical representative of labour loves to be, might help to throw them into more familiar contact with men engaged in other occupations, and thus help to break down that tendency to class prejudice which, whether avowed or not, tends to embitter the feelings of all sides when differences of opinions arise in the labour world.

The question of affording reasonable facilities for workmen for bathing and washing purposes has received attention at the hands of Alderman S. Smith (late Vice-Chairman of the Health Committee) and Alderman R. G. Watkins, these members of the Council having advocated that in default of proper facilities being provided by employers of labour, the duty devolved upon the City Council, as custodian of the public health, to provide suitable baths and conveniences for washing in suitable situations adjacent to the large centres of labour. The proposition has been received with considerable favour, the City Building Surveyor having been directed to submit a report on convenient sites

suitable for the purpose with estimates of cost, and it is anticipated that some provision of the character indicated will be made during the current year. It is intended to place a sum on the estimates to meet the necessary expenditure.

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### PARKS AND RESERVES.

The question of the control of all Parks, Reserves and Open Spaces within the boundaries of the City has engaged the attention of the Council for a considerable time, while the condition of some of the Parks as regards their condition and lighting arrangements and general convenience and utility is, to my mind, deplorable, and justifies the continuance of the agitation that these places of public recreation should be vested in and controlled by Municipal authority instead of being presumably regulated by an irresponsible body who do not appear to rise to the pressing necessities of the situation.

At the same time it cannot be denied that the Council is to some extent blamable for not making the most of the opportunities which they already possess with a view to improving and beautifying the open spaces which are already under their jurisdiction. A move in this direction, I am glad to say, will be made during the current year, a sum for the purpose having been placed on the estimates.

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### BAND PERFORMANCES.

The provision of music in the Parks under the control of the Council is a new and welcome departure in civic administration and is the result of a deputation from the Bands' Association which waited upon the Lord Mayor asking that the Council might subsidise public band performances in the City parks, and soliciting the good offices of the Lord Mayor to that end. At the ensuing meeting of the Council, held on the 11th November, the proposal was commended by his Lordship to favourable consideration, when the Council decided to refund a sum of £68 10s. paid for hire of the Town Hall as an equivalent for fourteen band performances.

Since that time a number of performances have been given in Prince Alfred Park, Wynyard Park, Lang Park, Argyle Park, Moore Park, and Beare Park, which have been highly appreciated and justify the outlay incurred.

Incidental to this matter it may be stated that Bands were first engaged by the London County Council in 1892, when a sum of £1,500 was voted for the purpose. For the year 1902, the vote was £12,500. The following is a short statement of the receipts and expenditure on the bands account during a period of six years, and is submitted as an example of what is done elsewhere:—

Year.	Sum voted by Council.		Balance at end of Session			Receipts from Programmes and Chairs.		
	£		£	s.	d.	£	s.	d.
1896	...	7,830	...	808	12 5	...	636	0 3
1897	..	7,800	...	192	3 6	...	758	8 1
1898	...	7,800	..	325	17 6	...	817	13 9
1899	...	9,000	...	395	16 3	..	1,130	14 6
1900	...	9,000	..	323	3 4	..	988	8 8
1901	...	10,000	...	223	15 5	...	1,286	19 3

In 1901 the sum voted by the London County Council was £10,000 and the amount expended was £9,776 4s. 7d. The sum of £453 5s. 5d. was derived from the sale of programmes, and a further sum of £833 13s. 10d. from the letting of chairs, which sums were paid into the credit of the Parks account, so that apart from a small charge for printing programmes and chair tickets the actual cost was £8,494 5s. 4d., for which sum 1,202 performances were given, or £7 1s. 4d. for each performance.

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### TREE PLANTING.

In December last two trees—*Phortina Serrulata* and *Oleander*—were planted in Moore Street, under the superintendence of Mr. Maiden, Director of the Botanical Gardens, who kindly supplied the trees. As the time of year was unsuitable for planting the proper kind of tree in a public thoroughfare, the trees named were suggested by Mr. Maiden for the time being.

While there is much room for beautifying and improving the appearance of certain of the City thoroughfares by means of tree planting, it must be pointed out that care in the selection of suitable trees is very necessary, and the positions for planting require some thought. It is a well-authenticated fact that in many places the roots of trees have caused considerable damage to sewers and drain pipes, and have been a source of much trouble to municipal officers. Quite recently, in Portland, Oregon, the roots of trees succeeded in permeating through the joints into the sewers, and eventually caused such an obstruction as to practically close such sewers. In Berlin, Germany, a similar condition of things has occurred for some time past, the city engineers from time to time reporting that obstruction of sewers has been caused by roots of trees, and much expense been entailed in clearing away the obstructions and renewing the sewers. In Berlin the trouble has been so great that it has been found necessary to relay considerable lengths of sewer, and now the Council has determined to retain the trees and continue the planting as extensively as before, but in order to prevent sewer obstruction by roots all sewer joints are closed with asphalt. It therefore follows that indiscriminate and injudicious planting of trees in streets honeycombed with mains and reticulating sewers is as great a sin as indiscriminately cutting them down.

It has been truly said that intelligence, good taste, and good municipal government must encourage tree planting in public places and thoroughfares, and with the view thus expressed I am in hearty sympathy and accord. It is true that many of the business thoroughfares of the City are too restricted in width to permit of the planting of shade trees, but there are, nevertheless, other streets where in the opinion of experts, tree planting could be successfully undertaken. Apart from the purely ornamental point of view, a by no means unimportant element in the question, tree planting should be extensively carried out, subject to the conditions already mentioned, where the width of the thoroughfares will permit of it being done to advantage. The advantages resulting from this are manifold, not only as regards the mitigation of the dust nuisance in the summer, but in the provision of acceptable shade and protection against the fierce rays of the sub-tropical sun. The delightful shade afforded by tree-planted streets, and the beauty which is thereby added to the general surroundings will have a salutary effect in dissipating "that tired feeling," to which many are more or less

subject. I am acquainted with many of the capitals of Europe, and can testify from personal observation and experience as to the high appreciation in which improvements of this character are held by the public. Many have publicly stated that there is no city in the world so well provided with public parks, gardens and recreation grounds as London. Hyde Park, St. James' Park, Green Park, Kensington Gardens, Battersea Park, Regent Park, Victoria Park, Hampstead Heath, Alexandra Palace, Gladstone Park, Embankment Gardens, Brockwell Park, the magnificent Commons at Clapham, Wandsworth, Putney and Streatham, and the Avenue par excellence at Tooting are lungs beautifully planted, yet the London County Council are so fully impressed with the value of these places as health resorts that additional areas are constantly being acquired and planted with shrubs, trees, ornamental shrubs and flowering plants. In 1890 the London County Council had forty places of this character, apart from the Parks, the acreage being 2,656, and the annual cost of maintenance £52,851. In 1902 the number had increased to ninety-one places, with an acreage of 3,382 and a maintenance expenditure of £119,315 per annum. Berlin and Paris with their magnificent avenues and boulevards require to be seen to be fully appreciated. Even in smoky soot-begrimed Liverpool, Princes' Boulevard is a picture, while Southport in the north and Eastbourne, the Queen of English watering places, in the south, planted tens of thousands of trees in the business and residential streets, rendering sun blinds and awnings almost unnecessary. If tree-planting has been found advantageous in other cities and towns, in benefit to the public health and conducing to public comfort and convenience, how much more so would it be in Sydney, where the heat is much greater and more oppressive all the year round? And the example set in other places is worthy of emulation wherever and whenever possible, and all well-wishers of the City will undoubtedly wish all success to Alderman Barlow in his efforts to beautify and adorn our City thoroughfares.

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### WOOLLOOMOOLOO BATHS.

The Government have intimated their intention of proceeding to improve the slopes abutting upon the foreshores of Woolloomooloo Bay, and whilst there has not been any interference with the use of the baths it is anticipated that these useful and highly appreciated adjuncts of efficient municipal service will be discontinued at an early date. Whilst it is a matter of great regret that the provision of public baths is not more generously recognised as a purely municipal function, which a representative municipal authority ought to undertake as a public duty, it is to be hoped that should the projected establishment of new baths attain fruition the municipal authorities will be entrusted with their administration and control.

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### PYRMONT PUBLIC BATHS.

The public swimming baths erected by the Council at the foot of Point Street, Pyrmont, were officially opened by the Lord Mayor at the end of September last, in the presence of a large gathering of City Aldermen and Pyrmont citizens. These baths have been substituted for those established in the same place by the City Council about 1875.



and which during recent years have been found altogether unsuitable. The average length of the old swimming basin was 115 feet and 59 feet wide, with dressing box accommodation for about twenty-seven persons. The buildings had fallen into a state of disrepair generally, beside which the basin at low tide was uninviting to a degree, and afforded no encouragement to bathers. At the latter end of 1901, on the initiative of Alderman J. C. Beer, sketch plans were prepared for extensive alterations to the baths, and in December of that year contracts were entered into for the removal of the old dilapidated buildings, boat skids, jetty, etc., and extending the baths to the full limit of the leased foreshores, as well as providing additional accommodation and another story of dressing boxes. The marine work comprised the erection of a new piling enclosure a large amount of rock excavation, and the removal of over 500 cubic yards of silt, thus rendering the bottom of the baths much cleaner and fresher, as well as affording greater safety and facility for bathers, and the removal of existing dangers in the old basin. The depth of water at the highest tides now averages from 6 feet to 22 feet 6 inches, and at the lowest tides from nil to 16 feet, the bottom, from platform to centre of basin being graded in the rock surface. The dimensions of the new swimming basin on an average are 176 feet 6 inches long and 59 feet wide, the inner perimeter of the basin being about 160 yards. A new platform has been provided on the extension, and an addition has been made by fixing six ladders and four gauge boards indicating the depth at various states of the tide in different positions, as well as three spring boards. Access to the basin from the lower platform is easily obtained by means of concrete steps 5 feet wide. The shore work provides for eighty-five dressing boxes, club room, refreshment room, dressing room with lockers, necessary showers and sanitary accommodation, while a drying ground is also provided at the rear. The building is in two stories and will afford exceptional facilities for viewing aquatic contests and carnivals, etc. But little is left of the old structure, and these alterations and extensions will no doubt prove a great boon, which the adjacent residents will gladly avail themselves of during the summer seasons.

The total cost of the work will be approximately £2,500. The contract for the shore work was carried out by Messrs. D. McRae and Sons, and the marine contract for excavation, piling, etc., by Messrs. H. McKenzie and Sons, under the personal direction and supervision of Mr. R. H. Brodrick, Architect and Chief Draughtsman.

The appointment of Mr. Hellings as caretaker appears to have given confidence and satisfaction to the swimming fraternity, and judging from the receipts to 31st December last there is every reason to believe that under good management the assets will eventually prove remunerative, and even from the financial point of view justify the expenditure which has been incurred.

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## VESTING OF STREETS IN COUNCIL.

Seeing that the City Council is responsible for the efficient maintenance of the streets within the City boundaries, I do not think it can be presumptuous to express the opinion that it is highly desirable in the public interest that the same law should apply here as applies in many parts of England, and which has always operated advantageously to the community. In such places the law provides that all streets being, or which at any time become, highways, within the City or Borough and the pavements, stones, and other materials thereof, and

all buildings, implements, and other things provided for the purposes thereof, shall vest in and be under the control of the Council. Any person or company who without the written consent of the Council, signified under the hand of the Town Clerk, wilfully displaces, or who takes up or injures the pavement, stones, or materials, or any trees in any street, is liable to a penalty of five pounds, and to a further penalty of five shillings for every square foot of pavement, stones or other materials so displaced, taken up, or injured, and is also liable in case of any injury to trees, to pay to the Council such amount of compensation as a Court of summary jurisdiction may award. English Councils are also authorised for the prevention of encroachments, and the prevention, abatement, or removal of nuisances which may affect streets, to exercise the like civil remedies as the owner or occupier of the soil would have, and such Councils are also empowered to take the like proceedings for establishing, maintaining, or defending public rights of way as any private individual might take.

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### STREET NOMENCLATURE.

Acting on the recommendation of the late City Surveyor, the Council decided to place name slips on lamps throughout the City, 411 slips being obtained at a cost of ninepence per slip. The slips were supplied at manufacturer's prices by the Australian Gaslight Company, and were fixed free of cost by the Company in May last year. Although these slips supply a great want in indicating the names of streets, there is still considerable room for improvement in this direction in various parts of the City.

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### STRUCTURAL DEFECTS—SPECIFICATIONS.

Reference has already been made on page 187 to the action taken in the matter of Structural Defects, and before closing this matter it may be desirable to again refer to the matter by way of explanation.

During the early months of the year an enormous number of specifications were prepared and delivered, consequent on the outbreak of plague, and it was not until special assistance had been obtained, under the authority of Council, that the important work of actually enforcing repairs could be carried out. The City Building Surveyor is engaged pressing the various matters to a conclusion, and the list of 102 premises, in respect of which action was pending at the end of the year, is being gradually reduced, notwithstanding the fact that additional lists and specifications are regularly being forwarded for treatment, and it is hoped that properties in relation to which nothing has hitherto been done to meet the requirements of the Council will soon be eliminated from the records and the list cleared.

I concur with the City Building Surveyor that the amount of work entailed in specifying the necessary repairs to premises which, under any Act containing modern provisions dealing with properties of the kind mean absolute demolition, is not only most exhaustive but is in effect most depressing to responsible officers, from the absolute waste of time which it is now necessary to give to the discharge of the duty before the desired end can be achieved.

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## EXEMPTION FROM SERVICE ON JURIES.

The question of service on juries is a constant source of irritation and annoyance to many members of public bodies, while it is essential that the rights of citizenship should be discharged by all qualified to serve. There are citizens who give a large amount of time to the public service in connection with municipalities and municipal duties, and I respectfully submit that during their tenure of office, aldermen should be exempt from service on juries.

In some places private Acts of Parliament provide for exemption in such cases.

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## FREE PUBLIC LIBRARY.

The suggested municipalisation of the lending branch of the Public Library is a subject which has engaged attention during the past year, and in accordance with instructions given by the Council, a special report is in course of preparation and will be submitted at the earliest opportunity.

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## ANNUAL LEAVE TO OFFICERS AND EMPLOYEES.

I deem it right to direct attention to the want of uniformity and anomalous conditions now prevailing with regard to the system, or, to be strictly accurate, want of system, in granting regular or ordinary leave to members of the official staff and the employees of the Corporation. In the Town Clerk's Department every officer and employee makes application to the Staff and Labour Committee through the Town Clerk, and every officer in the City Treasurer's Department makes application to the Staff and Labour Committee through the City Treasurer. In the City Surveyor's Department every officer makes application to the Staff and Labour Committee through the City Surveyor, but as regards the Corporation employees the City Surveyor grants the leave without reference to the Staff and Labour Committee, reporting to that Committee through the Town Clerk *after* the leave has been granted. In the Health Department every officer and employee makes application to the Staff and Labour Committee through the City Health Officer. In the City Building Surveyor's Department every officer and employee makes application to the Staff and Labour Committee through the City Building Surveyor. In the Department of the Superintendent of Corporation Assets every officer and employee makes application to the Staff and Labour Committee through the Superintendent of Corporation Assets, who confers with the Town Clerk in relation to each application. The method now pursued entails an immense waste of time to the Staff and Labour Committee, and a change is in many respects highly desirable. The Town Clerk, under the terms of his appointment, is the administrative head of the Service, but the Town Clerk cannot authorise a Town Hall cleaner to take his annual leave of eight days to which he is actually entitled, neither can the Superintendent of Corporation Assets authorise a cleaner in the Markets to take his annual leave of eight days without making a formal application to the Staff and Labour Committee and obtaining a formal resolution of approval, which has to be submitted to the Council in due course before it becomes operative. On the other hand, some 580 corporation employees are granted leave by the City Surveyor without any reference whatever

to the Staff and Labour Committee until *after* such leave has been granted and taken.

If the intention of the Council is to be carried out, and the Town Clerk recognised as the head of the Service, every application for leave ought to go through him and be endorsed by him, otherwise he must be freed from all responsibility in the matter. If on the other hand the head of one department is entrusted with authority to grant regular leave, there appears to be no reason why other heads of departments should not be entrusted with similar authority, and if not entrusted with such authority the only conclusion which can be drawn therefrom is that these heads of departments are not considered worthy of confidence, and if not worthy of confidence then they are not fit to occupy their present positions. If it is necessary for certain heads of departments to submit applications for leave to be granted to officers and employees under their control, surely the same regulations ought to apply to all and all be placed on the same footing.

Personally, I entertain the opinion that where officers and employees are entitled to *regular* as distinguished from *extended* or extraordinary leave, the Town Clerk should have power to grant such leave, reporting to the Staff and Labour Committee from time to time. With regard to extended or extraordinary leave, all applications for such should be submitted to the Staff and Labour Committee through the Town Clerk. No leave would be granted by the Town Clerk in any case without a certificate from the City Treasurer that the qualifying period had elapsed, and that the application was otherwise in order.

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### THE MUNICIPAL STAFF.

In order that the Heads of Departments in particular and the official staff generally might have a clear and precise understanding in the matter of their official relation to myself as Town Clerk, and the general management and administration of the several Departments of the Corporation service, which, according to the terms of my appointment, are presumably under my general supervision, I deemed it advisable with the concurrence and approval of the Mayor immediately after taking up my duties to communicate by letter my views and instructions in regard to the following:—

1. That absolutely all official correspondence outwards and inwards be through the Town Clerk, and that all communications inwards be addressed to the Town Clerk.

In order that there might be no misunderstanding as to what was actually intended, the following interpretation was furnished to the Heads of Departments as an indication as to what might be accepted as coming within the scope of the instruction:—

All matters not being within the strict limits of ordinary departmental duties.

All apparent departures, direct or indirect, from ordinary routine requiring official sanction and authority.

Reports based upon subordinate officers' written opinions, advice, and statements of fact; such statements, etc., to be attached for future reference.



- All letters or documents received by Heads of Departments relating to matters in progress, or under the consideration of the several Committees, or appertaining in any way to any question of policy or administration, or complaints regarding maladministration.
2. That all reports and other official correspondence and communications be made in writing and delivered to the Town Clerk.
  3. That all officers and employees having special necessity for personal interview with the Right Honourable the Lord Mayor arrange for the same with the Town Clerk, and that unless the interview be of an absolutely private character, the subject matter thereof should be submitted in writing.
  4. That all officers and employees be requested to keep as much as possible to their own offices and departments during office hours, and to refrain from attendance at the Mayoral or Aldermen's rooms unless specially requested or arranged for.
  5. That as the business for each Committee is made up at least two days before the meeting to which it relates, the introduction of additional business without due notice to the Aldermen is strongly deprecated, unless of an extremely pressing character. It must therefore be distinctly understood that no report will be taken or submitted to a Committee unless the Town Clerk, by acquaintance with the nature of the subject matter thereof, is satisfied of its importance and urgency.

With regard to the matter of correspondence, the adoption of the regulation was rendered imperatively necessary in order to secure and maintain regularity, uniformity and efficiency, and in the event of occasion arising to locate individual responsibility.

Close adherence to each of the regulations was requested, and I naturally looked with confidence to all Departmental Heads to assist and co-operate in the spirit, as well as the letter, of the several requirements, and also to see that all employees in their respective Departments acted within the scope of the instructions.

As a matter of convenience and economy I also desired that all departmental work should be concentrated as much as possible, and with this object in view requested the Heads of Departments to immediately advise me of any overlapping of duties or unnecessary work which might come under the cognizance of the Departmental Heads, in order that the matter might, if possible, be rearranged on a more satisfactory basis.

Having regard to statements which had been made with regard to unauthorised expenditure, a special instruction was issued, requesting the Head of each Department to take particular notice, so far as it affected his Department, that under no circumstance must any new constructional work, or work involving outlay for stores, material or otherwise, outside the recognised limits of actual authorised day-labour of the existing staff, be undertaken or expenditure be incurred except upon sanction endorsed upon the Departmental Instruction and Order Book. At the same time it was intimated that minor works of repair and maintenance and those having special urgency, where delay might involve danger, immediate loss, or serious inconvenience, could be undertaken upon the entire responsibility of the Head of the Department, but that all such instances should be immediately reported to the Town

Clerk for the information of the Mayor and the proper Departmental Committee, and in order that formal sanction might be duly endorsed upon the Departmental Instruction Book.

Generally speaking, I have very few observations to make with regard to the manner in which these instructions have been carried out. In the matter of the correspondence it has been necessary to repeat the instruction in one or two instances in more emphatic and pronounced terms than those contained in the original, and on this point I may say that, while I do not desire and will not attempt to interfere in purely departmental management, all official correspondence must, as a matter of right, go through the Town Clerk, as the Head of the Service charged with the responsibility. In some cases tenders, estimates, and quotations have been obtained without my knowledge, and consequently without the knowledge of the Lord Mayor. I again have to state that matters of this sort ought to go through the Town Clerk, as representing the Council, and until the officers fully recognise this there cannot be that uniformity and regularity of working desired by the Council and which the public have a right to expect and demand.

In relation to the instructions numbered 2, 3, and 4, as a general rule they have been well observed; but with regard to number 5, I regret to say that certain of the officers do not appear to recognise the necessity which exists for giving due notice of matters which it is desired should be brought before Committees of the Council. Indeed, instances have arisen where reports have been handed in during the progress of a Committee meeting—without the slightest previous intimation as to their contents. This is not fair to the Committee or myself, and I therefore thought it right to state recently that hereafter the business paper will be completed two days before the meeting to which it relates, and if the officers concerned do not think it worth their while to forward the necessary papers to justify inclusion in such paper they must take the responsibility of the consequent delay, as I shall decline to introduce papers of ordinary character as matters of urgency.

I am aware that a certain amount of resentment has been exhibited with regard to my action in connection with “unauthorised expenditure,” and that the officers concerned have to some extent chafed under the restriction. It is equally true that considerable difficulty has been experienced with regard to commencing works prior to their being authorised by Council, and on this point it has been necessary at times to animadvert rather strongly. It has been pointed out, on the other hand, that inconvenience arises through the delay caused by waiting for Council’s sanction, and workmen may be thrown idle. Neither inconvenience or delay need arise if officers will but *anticipate* requirements, and not leave everything to the last minute and then proceed with feverish haste. Indeed no officer has a right to take it for granted that any given work will be sanctioned by Council. I can therefore but emphasise a fact which must be patent to any sensible or reasonable observer, and that is that the Council is the only body which can authorise expenditure to be incurred, and that, as representing the Council, it is my duty to see that no expenditure is incurred unless authorised by the Council on the recommendation of a Committee of the Council. It is true that during the past year I have refrained from drawing the rein too tightly, preferring to lead rather than drive; but, when leading is not appreciated, resort must be had to driving, and unless the resolutions of Council are rigidly adhered to, driving will necessarily follow. May I venture to express the hope that the necessity will not arise, and that a word to the wise will be sufficient? The sooner all Heads of Departments realise that the Council are the masters and not the servants of the officers, and that the officers have no right to that absolute

freedom of action which some of them claim, the better it will be for all concerned.

Another matter to which I am obliged to refer is the elastic and at present incomprehensible term "maintenance," which appears to cover a multitude of sins—acts of commission and omission. When the estimates were prepared last year, I was given to understand that all items had been included and that the amounts allocated to the several wards for expenditure on streets, etc., covered all possible outlay. To my great surprise I find that on investigation such is not the case, and that under the head of "maintenance" a sum of £13,874 has been expended, which has not been covered by any specific vote, although partially provided for in the annual estimates, and which has never received the sanction of the Council. I referred to this matter in a report issued in October last in relation to the control of stores and materials and I have given positive instructions that suitable provision for what is known as maintenance must be made in the estimates for the current year, and that it must be clearly defined and a proper amount apportioned to each ward, and, furthermore, in order that a proper check may be maintained, and unauthorised expenditure effectually stopped, a certain specified sum should be allocated for maintenance purposes from meeting to meeting. No doubt difficulties will appear, and objections will be taken to this suggestion, but there need be neither difficulty nor objection if regularity is maintained in making application for votes on account. The Lord Mayor can always be consulted, and authority obtained for expenditure in case of sudden emergency, but no Head of a Department should be permitted to incur expenditure independent of controlling authority.

The unpunctual attendance of certain officers in the morning is a subject which has occasionally called forth remarks from members of the Council, in some instances I think unreasonably and without due thought seeing that the officers were on duty the day previously until nearly midnight. Whilst I have deemed it my duty to impress upon the Heads of Departments the necessity of enforcing upon their respective staffs prompt and regular attendance, I have also thought it necessary to point out that in order that the precept may be more advantageously enforced, the Heads of Departments themselves should set an example in this direction, and I am glad to be able to report that with one or two exceptions in the case of juniors whom I have personally reprimanded and cautioned, there has been no cause of complaint as to unpunctuality.

On one or two occasions during the year I believe exception has been taken to my having called for reports from certain officers without reference to the Heads of Departments. This has only been done in cases of emergency and where the circumstances of the moment fully justified the course pursued. I am fully conversant with the duty I owe to my colleagues, and on all occasions I am prepared to treat them with every possible respect and, indeed, would much rather magnify than belittle their position, knowing full well that the life of a municipal officer is anything but a bed of roses; but at the same time I am obliged to respectfully point out that I am quite within my right in calling for a report from *any* officer, senior or junior, should the particular emergency in my opinion justify such a course. There have been, as stated, one or two occasions when the delay in obtaining the report on references to senior officers has been so great that I have felt quite justified in obtaining the information I required from other sources, and I have done so without any conscientious scruple or compunction as regards the position occupied by the Heads of Departments. On the matter of reports on references to officers it cannot be denied that there



is considerable opportunity for improvement—the delay which has hitherto characterised the delivery of replies to some of these references being quite inexcusable. The Heads of Departments, I am aware, are kept very closely at their duties, but promptitude in matters of the nature referred to is absolutely necessary to efficient administration. Again, whilst firmness and determination are desirable qualities in public officers, some of these reports have been laconic and brusque in their expression almost to offensiveness, albeit offence has not for one moment been contemplated. I am also aware that there is a tendency on the part of certain officers to arrogate to themselves powers which they do not possess, and whilst my efforts will always be directed towards maintaining their responsible executive authority within the limits of the powers conferred upon them, there is a danger to be apprehended that municipal officers may come to regard themselves as a sacred and separate caste, with vested rights and privileges which the public are expected to concede. I therefore venture to remind my colleagues in all good faith and in the true spirit of comradeship that courtesy on the part of a public official costs nothing, and to impute motives to ratepayers and citizens when they make complaint or write whilst under irritation through some grievance, real or imagined, betrays an absence of tact, discrimination and insight into human nature greatly to be deplored. A public officer should be all things to all men, with an iron hand under a velvet glove, for a wise man may lord it over the stars.

Subject to the foregoing observations, which may be trifling in themselves, but even trifles lead to serious mischief, I am glad to say that the relations between the official staff and myself have been of the most cordial and harmonious character, and I hope the kindly sentiments prevailing will increase, although it is at the same time true that differences of opinion as to policy and procedure have existed and do exist, yet I have generally succeeded in getting my own way in relation to matters which I believe to be in the interests of the Council. There has been but one serious difference of opinion as to policy, and that is in relation to the control of stores and materials. The position which I have taken up in regard to that matter is such that I am quite prepared to stand or fall by it, on the vital question of principle, provided unbiased and impartial persons are called upon to adjudicate with a full knowledge of the circumstances and responsibilities.

As regards the personal ability and application manifested by the staff as a whole, I am glad that I can place on record my testimony and hearty appreciation of the unselfish manner in which they have responded whenever the call has been made. In Mr. S. H. Solomon, City Treasurer; Mr. W. M. Gordon, City Surveyor; Dr. Armstrong, City Health Officer; Mr. P. S. Dawson, City Solicitor; Mr. R. H. Brodrick, City Building Surveyor; Mr. J. N. Breden, Superintendent of Corporation Assets; Mr. R. Dougan, General Auditor; Mr. J. H. Merriman, Chief Draughtsman; Mr. W. R. Croker, Chief Rate Notice Server; Mr. John Duncan, Inspector of Nuisances; Mr. R. A. Fraser, Assistant Inspector of Nuisances; Mr. Johnson, Paymaster; and Mr. C. Bros, Clerk in the Sanitary Department, the Council possess a body of officers capable and efficient in every sense. I particularly refer to these officers because I am more or less in constant communication with them, and the mention of their names by no means implies that others have not rendered equally efficient service. At the risk of appearing invidious, I must specially refer to Mr. W. G. Layton, Chief Clerk, whose loyal and unselfish services, early and late, in season and out of season, are beyond all praise and deserve the highest commendation at my hands; while in Mr. G. M. Noake, a more admirable, painstaking and withal patient Committee Clerk could not be found—an un-



tiring worker, and always at his post. I honestly believe that the Council possesses in their senior and junior officers comprising the service, a loyal and devoted staff, whose only aim is to render efficient and zealous service in their respective spheres of duty. I must, however, confess that sometimes I wish I could impart a little more of that energy which Humboldt describes as "the first and only virtue of man," and a little more "backbone and grit" into one or two of them.

The *personnel* of the staff has undergone one or two important changes during the past year.

Mr. J. R. Palmer, Deputy Town Clerk, obtained the appointment of Town Clerk of Wellington, New Zealand, at a salary of £800 per annum. On my recommendation, confirmed by the Lord Mayor, the office of Deputy Town Clerk was abolished as being unnecessary, on administrative and economical grounds, a present saving of £500 per annum being effected thereby. Mr. W. G. Layton was confirmed in the position of Chief Clerk, at a salary of £400, an increase of £50 per annum. The duties heretofore discharged by Mr. Palmer have chiefly devolved upon Mr. Layton and myself, and it may be necessary at an early date to ask the Council to sanction the appointment of an additional junior in the Town Clerk's Department, to relieve the pressure which invariably exists consequent upon the voluminous nature of the correspondence, the multiplicity of meetings, and lengthy minutes of proceedings.

By way of experiment a female typist, Miss Amos, and a female telephone attendant, Miss Jasper, were appointed in July last, and the experiment has proved most successful, and Mr. Collins was appointed junior clerk early last year.

No changes of any important nature occurred in either the City Treasurer's, City Surveyor's or City Building Surveyor's Departments, except that as regards the latter an additional draughtsman was appointed temporarily in the person of Mr. Seale, his services being rendered necessary owing to the additional work imposed upon the department consequent upon the serious outbreak of plague.

In the City Treasurer's Department, Mr. Barrack, Assistant Rate Server, was transferred to the City Surveyor's Department; Mr. F. W. Baird being promoted from the position of Clerk to that of Assistant Rate Server; Mr. Primrose to the position previously occupied by Mr. Baird; Mr. Griffiths succeeding Mr. Primrose, and Mr. Riley appointed as junior, by examination, to fill the vacancy created by promotion. In the Health Department Mr. L. Blackwell, Inspector of Nuisances, resigned his appointment in February last year. The vacancy thus created was filled by the promotion of Mr. John Duncan, a duly-qualified Sanitary Inspector; Mr. Roderick Fraser, who holds a similar certificate of competency, being promoted to the newly created office of Assistant Inspector of Nuisances. These two officers have rendered efficient service in their respective capacities under exceptionally difficult circumstances; Mr. Fraser in the first instance having had charge of a large number of the prosecutions instituted under the Public Health Act, at a time when Mr. Duncan was discharging more onerous and responsible duties connected with the outbreak of plague. Indeed, the good tact displayed by Mr. Duncan in satisfactorily arranging a large number of disputed accounts in respect of work performed by the Council, in default of action by the occupiers of premises, is worthy of all praise. Mr. John Abberton, one of the Sanitary Inspectors, was successful in obtaining an appointment as Inspector under the Department of Public Health, and left the service of the Council in July last. The vacancies occasioned by the promotion of Mr. Duncan and the retirement of Mr. Abberton,

were not filled up on my recommendation, the reasons for such recommendation being more fully dealt with in connection with that part of this report appertaining to the Health Department.

At the examination in Practical Science, held at Sydney in December, 1901, under the auspices of the Sanitary Institute of Great Britain, Certificates were awarded to Mr. R. A. Fraser and Mr. T. Annandale James, Sanitary Inspectors in the service of the Council, and who already possessed the Inspector of Nuisances' Certificate, obtained at the examination held in 1901. At the examination for Inspectors of Nuisances, held on the same date under similar auspices, the following Inspectors in the service of the Council received Certificates:—Mr. John Abberton, Mr. Arthur B. Cox, Mr. John H. Martin, Mr. William J. Thompson and Mr. Austen A. Wallis. Mr. Preston Lumb, one of the clerical staff in the Health Department and Miss M. E. Ferguson, since appointed to the staff, also qualified and obtained Certificates at the same sitting. In December, 1902, Mr. W. D. McNeill and Mr. A. B. Norton were successful in obtaining their Certificates as Inspectors of Nuisances. The remaining officers of the Department had all gained their Certificates in 1900, so that the whole of the officers of the Council's Inspecting Staff are now fully qualified by examination. Miss Ferguson, it may be stated, in December, 1902, gained the unique distinction of winning the Gold Medal, presented by the Metropolitan Board of Water Supply and Sewerage, for the best pass in Sanitary Engineering at the Technical College.

Reference is also made elsewhere to the appointment of Miss Ferguson as female Sanitary Inspector. The appointment in this direction was somewhat in the nature of an experiment, but according to the testimony of the City Health Officer, the appointment has been fully justified by results. Mr. Hawkes, a junior clerk in the City Surveyor's Department, was transferred to the Health Department, to fill a vacancy caused by the transfer of Mr. Cameron to the Town Clerk's Department.

The staff has been augmented by the appointment of Mr. Thomas Rooke, A.M.I.C.E., as Resident Electrical Engineer during constructional work under the arrangement made with Messrs. Preece and Cardew, the Consulting Engineers for the Electric Lighting Scheme adopted by the Council. Mr. Rooke comes to the service of the Council with high credentials, he having for the past fourteen years been intimately connected with the leading electrical firms in England. From 1888 to 1892 he was on the staff of Messrs. Elwell Parker and Co., and the Electric Construction Corporation. He was engaged on the designing work of the Liverpool Overhead Electric Railway, the first electric railway constructed, and which is, to this day, operating with as great success and economy as any electric railway in existence. He was also engaged on tramway work for the South Staffordshire Tramways Company, and the Birmingham Tramways, and took charge of the development of an important electro-chemical process for the production of phosphorus. This process has now entirely superseded the older method of manufacture. He was also engaged on the construction of power houses for the Metropolitan Electric Supply Company—one of the largest electricity supply undertakings in London—with a capital expenditure of £1,619,731. He subsequently joined Sir W. H. Preece and Mr. A. H. Preece in their country work, and acted as chief assistant to them in the execution of works for electric lighting, electric tramways, etc., which have cost in the aggregate some four millions sterling. He has recently visited and studied some of the largest and most important power transmission works, electric railways, etc., on the continent of

Europe and in the United States of America, and also in relation to the important work to be undertaken by the Council.

In the Corporation Assets Department, Mr. A. E. Attenbrow was appointed to the position of Chief Mechanical Engineer, in succession to Mr. Abbott, resigned. Mr. W. Saunders was appointed a junior clerk, whilst the Storekeeper, Mr. Errey, and several other subordinate officers were transferred from the City Surveyor's Department in connection with the control of stores and materials. In November last, on the completion of the new public baths at Pyrmont, Mr. H. Hellings was appointed to the position of Superintendent.

The Heads of the Departments report that the changes referred to have given every satisfaction.

Had the outbreak of Bubonic Plague not intervened and to some extent disorganised the regular routine of the service, it was my intention to submit a report on the service generally; that is, so far as it relates to the municipal staff as distinguished from the workmen. The outbreak of plague, however, necessitated the postponement of this matter, although I am glad to be able to record that such outbreak was a means of developing and displaying the abilities and capacities of the staff in case of emergency in a manner which I am assured has been satisfactory to the Council. In the City Surveyor's Department a draft scheme of a comprehensive character was prepared by him, and is now awaiting consideration.

One important feature of such scheme, with which I am in hearty accord, is the proposed division of the City into four districts, with a responsible inspector in charge of each. At the present time it is almost impossible to properly locate responsibility when complaints arise, and the adoption of such proposal will certainly tend to increased efficiency.

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### STATUS OF TOWN CLERK.

Arising out of the conferring of the higher dignity upon the Chief Magistrate of Sydney, a well-known citizen, distinguished for his persistent and unremitting energy and ability in advocating the claims of a federated, as distinguished from a unified Greater Sydney, made a suggestion to the Hon. the Premier and Chief Secretary, Sir John See, K.C.M.G., to the effect that inasmuch as the dignity of the position of Mayor of the City of Sydney had been elevated to that of Lord Mayor, so the status of the "Town Clerk" should be raised with a view to differentiate the position from similar municipal officers, in which respect it was suggested that the title of the head of the service should be changed to that of "Town" or "City Comptroller."

The Hon. the Premier and Chief Secretary subsequently addressed a communication to the Lord Mayor on the matter, asking if his Lordship thought any action thereon desirable. In conferring with the Lord Mayor on the subject, I intimated, as I had already intimated by letter to the gentleman who had made the suggestion (he having forwarded me a copy of the letter addressed to the Premier and Chief Secretary) that, whilst fully recognising and appreciating the suggestion which had been made and the motive which had dictated it, I personally preferred the retention of the ancient and historic title of "Town Clerk." In support of this preference I at the same time pointed out that the title "Town Clerk" could be traced back to the days of St. Paul, as is shown by reference to XIX. Acts of the Apostles, 35th verse, which reads, "And when the Town Clerk had appeased the people, he said, 'Ye men



of Ephesus,' etc." It was further pointed out that in the ancient Corporation of the City of London and the City of Winchester, two of the most honourable and ancient in the United Kingdom, the title of Town Clerk still obtains, and the same was also true of other large cities such as Aberdeen, Belfast, Birmingham, Bristol, Cork, Dublin, Dundee, Edinburgh, Glasgow, Leeds, Liverpool, Manchester, Sheffield, and York, all having the prescriptive right to the title of "City," and the Chief Magistrate of which is either "Lord Mayor" or "Lord Provost," both titles being practically synonymous. The title "City Comptroller" is generally adopted to distinguish the head of a Municipal Finance Department, and as such designates officers appointed by the London County Council and the City Councils of Westminster and Liverpool. In the City of London an officer entrusted with similar duties is designated City Chamberlain. On the Lord Mayor concurring with the views expressed, a letter was forwarded to the Hon. the Premier accordingly.

The gentleman who made the suggestion replied to the effect that just as a starving man cries for food, so some municipal students were hungering and thirsting for a new municipal life, which will wipe out the reproach of present conditions, and that to this effect, status leading to greater dignity might widen the avenue of thought, and work in the direction of opening the gates to "Greater Sydney." With the exalted and ideal sentiment and lofty aims so easily discernible in the foregoing, I heartily concur, but I respectfully submit that the end desired will not be furthered by a change of title from that of "Town Clerk" to "City Comptroller."

My contention with regard to the historic title of "Town Clerk" was not contested, but it was urged that, as regards Birmingham, Manchester, and other cities named by me, they have not in their midst a number of municipalities with officers holding a similar title—a condition which, it was argued, must be taken into consideration when considering the question the writer of the letter has raised.

As to the word "Comptroller," it was acknowledged that its derivation, "computo," might mean "accounts," but in such instances an affix, such as "of the Household," "of the Treasury," etc., the more fully signifies the intended use. At the same time it had, he pointed out, according to authorities, a larger significance, such as "one who controls or retains," "one that has the power or authority to govern or control," and, according to Roget, might include "Director," "Manager," "Head Superintendent," etc., and it occurred to him that a prefix such as "Town" or "City" would take from the word a specific inference to Finance. Again, Dryden uses the word with an extended application when he says

"The great Controller of our Fate.  
Deigned to be man, and lived in low estate."

With regard to the argument that in the cities quoted by me there were not in their midst a number of municipalities with officers holding a similar title, it may be stated that in the Administrative County of London there are twenty-eight Town Clerks created by Statute, and now officiating in their several Metropolitan Boroughs, in addition to the Town Clerk of the City of London proper. Again, I may point out that, whilst the City of Sydney does not embrace that portion of the metropolitan area which justice, convenience and expediency demands should be included within its limits, it is nevertheless self-contained. It is true that a custom has developed amongst a number of Council Clerks holding office under Municipal Boroughs constituted under the provisions of the Municipalities Acts—by which the title of "Town Clerk"



does not appear to be recognised—have adopted the title of “Town Clerk” in preference to “Council Clerk.” Representations have been made to me that these gentlemen had no authority to use the designation, and were, in effect, usurping a title which properly belonged to Sydney. As far as I am personally concerned, I have no objection to raise to the course they, in the exercise of their judgment have seen fit to adopt. If my municipal *confreres* in the suburban boroughs prefer the title “Town Clerk,” they are welcome to its use, if satisfied that they incur no responsibility by issuing notices over a designation which is not contemplated, and is not authorised by Act of Parliament, and which might, if contested on a technical point, lead to awkward results. The responsibility is theirs, not mine.

However, as my correspondent states, it is not necessary at this juncture to enter into an academic discussion, and whilst sympathising with his object and fully understanding his motive, I am bound to disagree with his conclusions and merely report the circumstance as a matter of interest, and therefore of record arising out of the added dignity in the position occupied by the Chief Magistrate of the City.

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### PERSONAL.

When, on the 13th December, 1901, the late Mayor, Sir James Graham, and the late Council welcomed me to Sydney it was my privilege to be permitted to personally thank the Council for the very distinguished honour conferred upon me in being elected to the onerous and important position of Town Clerk of “no mean City”—a City which now, according to the most recently published returns, ranks fourth in the great commercial Cities of the British Empire, and the first outside the limits of England; a City which under all and any circumstances must always retain its pre-eminence, and be regarded not only as the parent City of Australia, but as the premier City of the Australian Commonwealth, the Britain of the Southern Hemisphere, historically and commercially—the City of Sydney. At that time I gave the assurance that the exalted nature of the trust committed to my care and stewardship would not be forgotten in the honour, but that I should make it my primary duty to maintain and uphold the dignity and importance of the City Council and the City, pure and unsullied by every legitimate and every justifiable means in my power on every occasion. In accepting the appointment with its multifarious duties, its cares, its burdens and anxieties, and its varied and varying functions, and in assuming with great diffidence official responsibilities and control as Town Clerk of a great City, I did not by any means seek to suggest, or even imply indirectly, that I was not keenly alive to the difficulties and disturbing elements, real or imaginary, existing or anticipated, under-rated or exaggerated—and it might be complex and involved questions and intricate problems of municipal government, which necessarily surrounded the position of Town Clerk. Indeed, whilst I unhesitatingly and without any equivocation or reservation accepted the office, it was with a certain amount of misgiving and with a full sense of the exacting and responsible nature of the duties and obligations devolving upon it. It is scarcely necessary to remind a Council of the enlightened and reformed type that there are Town Clerks of the theoretical school and Town Clerks of the practical school. In this connection it may be truly said, without egotism, that as a municipal officer with a service now of about twenty-eight years, I claim to belong to

the latter school, entirely free from fads, foibles, and fancies, and unworkable and positively unrealisable Utopian theories, and I came amongst you with a fixed determination to firmly and steadfastly maintain and adhere to the ideal and yet attainable position. I seek for no compliments, but I sincerely trust that any expectations the Council and the public, through the Council, formed on my advent, have been to some extent, at any rate, realised, and that in the collective judgment of the Council, and in the opinion of the citizens, I have been enabled to satisfactorily discharge the duties, and administer the obligations, which are a necessary consequence of the position I occupy, in no perfunctory manner, or with mere spasmodic effort, but with earnestness and fidelity, without fear, favour or affection, and with absolute impartiality, neither turning to the right hand or to the left from the well-defined path of duty—however disagreeable, rough or thorny that path may have been—and above all things absolutely free from all bitterness engendered by sectional or party bias, inclination or influence, secret or open. For some little time after my appointment, as one result of the old order changing and giving place to the new, it must have been clearly apparent to the most casual observer that I laboured under certain disadvantages and difficulties, and was subject to much worry and embarrassment owing to the peculiar environment which existed. Criticism naturally was expected, but so long as that criticism is of the kind described by Matthew Arnold as a disinterested endeavour to learn and propagate the best that is known and thought in the world, and was honest and straight, there was no cause for complaint, and no exception could be taken. Indeed, a public official holding a prominent public position ought, in my opinion, to court the fullest enquiry and investigation, provided the criticism is not sharpened into anatomy, into all matters which pertain to his public duties and actions, although on many occasions, no doubt, his motives will be misconstrued and his actions misunderstood. It is true that disappointment and discouragements have arisen, and at times under depressing influences I have been very pessimistic, but on reflection I have been induced to come to the conclusion that it is very rarely indeed in this busy work-a-day world of practical affairs that realisation attains to the sublime heights of the anticipated ideal, and I have necessarily, to my own surprise, developed larger powers of patience and endurance. And yet as the principal executive and administrative officer on the Staff of the Municipal Council of the City of Sydney, I think I am fairly entitled to state that as far as controlling or directing power could be exercised by myself, whilst at the same time fully prepared to take part when time permitted in those beneficent, philanthropic, non-political movements which conduce to the prosperity and well-being of wisely regulated municipal communities, it has been my endeavour to consistently strive, with the active and hearty co-operation of the Right Honourable the Lord Mayor and the members of the City Council, to make it my aim and object to be the servant of no clique, party, class, creed, denomination, sect, opinion or prejudice, but to be simply, solely, and wholly an officer of the municipality of this great City, perfectly free from any dominating or suggestive influence which might be prejudicial to the true interests of the City and the citizens. It is true that I have been loyal to the general lines of policy enunciated by the Lord Mayor, from time to time, and that without controverting any action of the Council, although in certain quarters fault has been found with that very loyalty as being unnecessary. Confidence awakens confidence, and as fidelity is the sister of justice and duty, the same loyalty and fidelity will be given unreservedly to any member of the Council who may be called upon to occupy that important position without fear, favour, or affection.

The old proverb says "new brooms sweep clean," but the experience of the past year shows that it was not my policy to indulge in any rash and unguarded promises, any suggested policy to be pursued, or even roughly outline any administrative changes. Such a course of procedure would not only have been premature, ill-considered and injudicious, but decidedly presuming in the reflection it would have conveyed. I have preferred to wait and ascertain for myself where the weak spots, if any, existed, and to allow matters to grow and develop under personal observation, and by application to adapt myself as speedily as possible, consistent with thoroughness and the pressing exigencies of the moment in acquiring the primary essential—local knowledge, and in making myself acquainted with local circumstances, and by combining such English experience—provincial and metropolitan—as might be applicable with the most approved methods of administration already in operation, and which might be best adapted and most appropriate to the local conditions prevailing, and thus in time, provided that the negative conservatism described by Emerson as going for comfort in opposition to affirmative reform, which goes for truth, is not too strong, endeavour to produce a harmonious whole, which shall eventually redound not only to the credit of the administrative officers more immediately concerned, but to the citizens in general and the City Council in particular.

I am much afraid that I have occupied too much space and have trespassed too much upon the time of the Council in extending these personal observations to their present length, and I must apologise for so doing, and also for having been obliged to use the personal pronoun so freely.

I desire, however, to take advantage of this opportunity to express my warmest thanks to the official representatives of the several departments of the Government service with whom I have been brought into official contact during the past year, and for the kindly consideration I have received at their hands—a consideration which I most highly appreciate. It will be satisfactory to the Council to know that the relations existing between the Government service and the Town Hall have been and now are of the most amicable character.

In conclusion, my Lord Mayor and Gentlemen, I cannot do better than refer to my remarks when you first welcomed me. As I then said, I came amongst you a stranger in a strange land, but I have been exceedingly gratified not only at the practical character of the favourable anticipations which greeted my advent into the municipal arena, and with the cosmopolitan character of the hearty compliments and congratulations, the welcomes and the generous hospitality which were showered upon me in such lavish profusion, and which demonstrated that the deservedly high and world-wide reputation which Sydney has acquired in welcoming and entertaining strangers was not departed from in my case, but has been maintained in its pristine splendour and in accordance with its best historical traditions, and that I have been favoured with the greatest possible consideration during the whole of the past year.

May I be permitted once again to express the fervent hope and anticipation that, should my services be retained by the Council, as time progresses, I and those members of my family who have accompanied and followed me to these friendly hospitable shores, and those who have been left behind in the old home land, but who will, I trust, follow at no distant date—Providence and the "Alien Immigration Act" permitting—develop into Australasians of the Australasians, imbued with the same hospitable instincts and cosmopolitan tendencies as those which have been extended to me during the past year, and for

which I am indeed truly grateful, and that, whilst we shall never forget the dear home land, the land of our birth and infant nurture, we may become as true and loyal in thought and word and deed, in hopes and aspirations to Australia, the land of our adoption by choice, in general and the City of Sydney in particular as the native born in this particular part of His Majesty's Dominions beyond the Seas.

I have the honour to be,

My Lord Mayor and Gentlemen,

Your most obedient servant,

THOMAS H. NESBITT,

TOWN CLERK.

TOWN CLERK'S OFFICE,  
TOWN HALL.

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# INDEX TO TOWN CLERK'S ANNUAL REPORT.

## A

	Page.
Abatement of Smoke Nuisance ... ..	228
Abattoirs, Public ... ..	35
Accommodation, Town Hall—Office ... ..	92
Accounts, Audit of ... ..	172
Accounts, Paving, etc., Outstanding ... ..	89
Acting Governor-General, Appointment of ... ..	8
Acts of Parliament, Legislative ... ..	22
Administrative Committees ... ..	17
Adulteration ... ..	226
Allocation of Risks, Assets Insured ... ..	123
Allowances and Exemptions, Fire Insurances ... ..	134
Analysis of Foods, etc. ... ..	227
Analysis of Votes Recorded, Election of Aldermen ... ..	58
Annual Leave to Officers and Employees ... ..	249
Annual Payments to Sinking Funds ... ..	86
Antilles Disasters ... ..	72
Annual Report, Reception by Council ... ..	2
Apparatus, Steam Disinfection ... ..	238
Appointment of Acting Governor-General ... ..	8
Appointment of First State Governor ... ..	8
Apportionment of Risks, Fire Insurances ... ..	141
Area, Rocks Resumption ... ..	112
Assessment Books and Rate Books ... ..	170
Assessment, City ... ..	161
Assessment of Corporate Properties ... ..	167
Assessment of Tied Houses ... ..	168
Assets Insured, Schedule of ... ..	115
Audit of Accounts ... ..	172

## B

Balancing Rate Books ... ..	83
Band Performances ... ..	243
Baths, Woolloomooloo ... ..	245
Baths, Pyrmont Public ... ..	245
Baths for Workmen ... ..	242
Belmore Markets ... ..	95
Belmore Markets, Rebuilding ... ..	96
Bill, Dairying Industry ... ..	221
Bill, Sydney Corporation (Amendment) ... ..	24
Bills Promoted, Legislative... ..	24
Block Boys, Insurance of ... ..	104

	Page.
Books, Rate ... ..	<a href="#">171</a>
Brigade, Contribution to Fire ... ..	<a href="#">113</a>
Bubonic Plague ... ..	<a href="#">202</a>
Bubonic Plague, Hong Kong ... ..	<a href="#">216</a>
Bubonic Plague, San Francisco ... ..	<a href="#">217</a>
Building Act, Legislative ... ..	<a href="#">31</a>
Building, Exhibition... ..	<a href="#">99</a>
Building Fees ... ..	<a href="#">88</a>
Building Regulations, Public ... ..	<a href="#">99</a>
By-laws, Codification of ... ..	<a href="#">30</a>
By-laws Committee, Parliamentary and ... ..	<a href="#">20</a>
By-laws, Legislative ... ..	<a href="#">28</a>
By-laws, Publication of Public Health ... ..	<a href="#">199</a>

## C

Candidates' Election Expenses, Election of Aldermen ... ..	<a href="#">66</a>
Candidates' Election Expenses, Penalty, Election of Aldermen ... ..	<a href="#">68</a>
Caretaker Town Hall, Resident ... ..	<a href="#">91</a>
Cattle Saleyards, Flemington ... ..	<a href="#">98</a>
Chain of Office, Lord Mayor ... ..	<a href="#">71</a>
Chamber, Lethal ... ..	<a href="#">239</a>
China Naval Contingent, Tablet ... ..	<a href="#">92</a>
Citizens' Lists and Rolls, Election of Aldermen... ..	<a href="#">54</a>
City Assessment ... ..	<a href="#">161</a>
City Council Representative, Metropolitan Fire Brigades Board ... ..	<a href="#">21</a>
City Council Representative, Metropolitan Water Supply and Sewerage Board ... ..	<a href="#">21</a>
City Improvements ... ..	<a href="#">179</a>
City Organ ... ..	<a href="#">94</a>
City Organist ... ..	<a href="#">93</a>
City Properties, Cleansing of ... ..	<a href="#">204</a>
Civic Hospitality ... ..	<a href="#">14</a>
Claims, Fire, Fire Insurances ... ..	<a href="#">141</a>
Cleansing City Properties ... ..	<a href="#">204</a>
Cleansing Operations ... ..	<a href="#">205</a>
Cleansing Wharves and Foreshores ... ..	<a href="#">214</a>
Closing Orders ... ..	<a href="#">211</a>
Codification of By-laws ... ..	<a href="#">30</a>
Commission Royal, Water Supply ... ..	<a href="#">32</a>
Committee and Council Meetings ... ..	<a href="#">16</a>
Committees, Administrative ... ..	<a href="#">17</a>
Committee, Electric Lighting ... ..	<a href="#">21</a>
Committee, Finance ... ..	<a href="#">18</a>
Committee, General Purposes ... ..	<a href="#">19</a>
Committee, Health ... ..	<a href="#">19</a>
Committee, Parliamentary and By-laws ... ..	<a href="#">20</a>
Committee, Staff and Labour ... ..	<a href="#">20</a>
Committee, Works ... ..	<a href="#">19</a>
Comparative Analysis of Votes Recorded, Election of Aldermen ... ..	<a href="#">58</a>
Comparison, Death Rates ... ..	<a href="#">198</a>
Compulsory Notification of Phthisis ... ..	<a href="#">200</a>
Conditions of Average, Fire Insurances ... ..	<a href="#">132</a>
Contracts, Register of ... ..	<a href="#">90</a>
Contracts, Security on ... ..	<a href="#">89</a>
Contributions, Fire Brigade ... ..	<a href="#">113</a>



# INDEX.

iii  
Page.

Control of Public Thoroughfares ... ..	184
Control of Stores and Material ... ..	174
Conveniences, Public ... ..	241
Coronation Honours ... ..	6
Coronation, King Edward VII. and Queen Alexandra ... ..	4
Corporate Properties, Assessment... ..	167
Corporation (Amendment) Bill ... ..	24
Corporation Employees ... ..	102
Corporation Employees, Fines ... ..	103
Council and Committee Meetings ... ..	16
Council, Deputations from ... ..	16
Council, Vesting of Streets in ... ..	246
Counting of Votes, Election of Aldermen ... ..	69
Court, Election of Aldermen, Revision ... ..	56
Court, Special Health ... ..	210

## D

Dairying Industry Bill ... ..	221
Days of Grace, Fire Insurances ... ..	131
Death Rate Comparisons ... ..	198
Declaration of Poll, Election of Aldermen ... ..	69
Defects, Structural ... ..	187
Defects Structural, Specifications ... ..	247
Depots, Municipal ... ..	180
Deputations from Council ... ..	16
Deputations to the Lord Mayor ... ..	15
Destructor, Refuse ... ..	237
Destructor Products, Refuse ... ..	238
Disasters, The Antilles ... ..	72
Disaster, The Mount Kembla Mine ... ..	73
Disbursements ... ..	86
Diseases, Infectious ... ..	201
Disinfection ... ..	202
Disinfection Apparatus, Steam ... ..	238
Dogs' Home ... ..	240
Drought, Metropolitan Water Supply ... ..	34
Dust Laying, Oil on Streets ... ..	183

## E

Election of Aldermen, Candidates' Election Expenses ... ..	66
Election of Aldermen, Candidates' Election Expenses, Penalty ... ..	68
Election of Aldermen, Citizens' Lists and Rolls ... ..	54
Election of Aldermen, Comparative Analysis of Votes Recorded ... ..	58
Election of Aldermen, Counting of Votes, Declaration of Poll ... ..	69
Election of Aldermen, Declaration of Poll, Counting of Votes ... ..	69
Election of Aldermen, Informal Votes, Causes of Informality ... ..	60
Election of Aldermen, Polling Stations ... ..	56
Election of Aldermen, Result of Poll ... ..	57
Election of Aldermen, Returning Officer ... ..	53
Election of Aldermen, Revision Court ... ..	56
Election of Aldermen, Scrutineers ... ..	64
Election of Lord Mayor ... ..	70
Electric Lighting Committee ... ..	21
Electric Light Undertaking ... ..	44
Employees, Corporation ... ..	102

	Page.
Employees' Fines, Corporation ... ..	103
Estimates of Receipts and Expenditure ... ..	50
Exemption from Service on Juries ... ..	248
Exhibition Building ... ..	99
Expenditure, Estimates of Receipts and ... ..	50
Expenditure, Public Health Act ... ..	211
Expenses, Candidates' Election ... ..	66
Expenses, Penalty, Candidates' Election ... ..	68

## F

Fees, Building ... ..	88
Finance Committee ... ..	18
Financial, General ... ..	77
Fines, Corporation Employees ... ..	103
Fire Brigade Board, City Council Representative ... ..	21
Fire Brigade Contribution ... ..	113
Fire Insurances, Allowances and Exemptions ... ..	134
Fire Insurances, Apportionment of Risks ... ..	141
Fire Insurances, Conditions of Average ... ..	132
Fire Insurances, Days of Grace ... ..	131
Fire Insurances, Fire Claims ... ..	141
Fire Insurances, Fire Risks ... ..	140
Fire Insurances, General Conditions ... ..	125
Fire Insurances, Insurance Broker ... ..	141
Fire Insurance, Municipal ... ..	142
Fire Insurances, Policies ... ..	114, 139
Fire Insurances, Premises, etc., not insured ... ..	139
Fire Insurances, Public Risks Policies ... ..	137
Fire Insurances, Queen Victoria Market Buildings Statuary ... ..	138
Fire Insurances, Register of ... ..	90
Fire Insurances, Schedule of Assets Insured ... ..	115
Fire Insurances, Statuary, Queen Victoria Market Buildings ... ..	138
Fire Insurances, Tenants' Insurances ... ..	135
Fire Insurances, Warranties ... ..	127
First State Governor, Appointment of ... ..	8
Fish Markets, Woolloomooloo ... ..	97
Flemington, Cattle Saleyards ... ..	98
Foods, etc., Analysis of ... ..	227
Foreshores and Wharves, Cleansing of ... ..	214
Fraudulent Health Inspectors ... ..	218
Free Public Library ... ..	248
Fumigation of Sewers ... ..	212
Fund, Sick and Provident ... ..	104

## G

Garbage Boxes, New ... ..	254
Garbage Carts, New ... ..	235
Gas Supply, Testing of Meters ... ..	178
General Conditions, Fire Insurances ... ..	125
General Purposes Committee ... ..	18
Government Audit of Accounts ... ..	172
Government Property, Rating of ... ..	166



# INDEX.

	Page.
Governor, Appointment of First State ...	8
Governor-General, Appointment of Acting ...	8
Governor-General, Resignation of ...	7
Greater Sydney ...	38
Guarantee Policies ...	155
Guarantee Policies, Register of ...	90

## H

Harbour Trust Regulations ...	214
Harbour Trust, Streets and Roads ...	187
Health Committee ...	19
Health Committee, Inspections by ...	208
Health Court, Special ...	210
Health Inspectors, Fraudulent ...	218
Health, Public ...	198
Hoardings, Rating of ...	169
Home for Dogs ...	240
Hong Kong, Bubonic Plague ...	216
Honours, Coronation ...	6
Hospitality, Civic ...	14
House-to-House Inspection, Metropolitan Board of Water Supply and Sewerage ...	211
Housing of the Working Classes ...	26

## I

Improvements, City ...	179
Improvement Rate, Moore Street ...	85
Indebtedness, Local ...	84
Industry Bill, Dairying ...	221
Infectious Diseases ...	201
Informal Votes, Causes of Informality ...	60
Inspections by Health Committee...	208
Inspections, Metropolitan Board of Water Supply and Sewerage, House-to-House ...	211
Inspection of Meat ...	218
Inspector, Lady Sanitary ...	196
Inspectors, Fraudulent Health ...	218
Insurance of Block Boys ...	104
Insurance Broker, Fire Insurances ...	141
Insurances, Fire ...	114
Insurance, Municipal ...	142
Insurances, Register of ...	90
Insurances, Tenants ...	135
Introduction ...	3

## J

Juries, Exemption from Service on ...	248
---------------------------------------	-----

## K

King Edward VII. and Queen Alexandra, Coronation of ...	4
---	---

## L

	Page.
Lady Sanitary Inspector ... ..	<a href="#">196</a>
Land Values, Taxation of ... ..	<a href="#">159</a>
Legislative, Acts of Parliament ... ..	<a href="#">22</a>
Legislative, Bills Promoted ... ..	<a href="#">24</a>
Legislative, By-laws ... ..	<a href="#">28</a>
Legislative, New Building Act ... ..	<a href="#">31</a>
Lethal Chamber ... ..	<a href="#">239</a>
Lettings, Town Hall ... ..	<a href="#">90</a>
Library, Municipal ... ..	<a href="#">22</a>
Library, Free Public ... ..	<a href="#">248</a>
Light, Electric, Undertaking ... ..	<a href="#">44</a>
Lighting, Public ... ..	<a href="#">177</a>
Liquor Act 1898, Local Option ... ..	<a href="#">71</a>
Lists and Rolls, Citizens, Election of Aldermen ... ..	<a href="#">54</a>
Loans Indebtedness ... ..	<a href="#">84</a>
Loans Liability ... ..	<a href="#">84</a>
Local Option, The Liquor Act, 1898 ... ..	<a href="#">71</a>
Lord Mayor and Lady Mayoress ... ..	<a href="#">13</a>
Lord Mayoralty, The ... ..	<a href="#">10</a>
Lord Mayor, Chain of Office ... ..	<a href="#">71</a>
Lord Mayor, Deputations to the ... ..	<a href="#">15</a>
Lord Mayor, Election of ... ..	<a href="#">70</a>
Low Level Sewerage System ... ..	<a href="#">213</a>

## M

Markets, Belmore ... ..	<a href="#">95</a>
Markets, Rebuilding Belmore ... ..	<a href="#">96</a>
Markets, Woolloomooloo Fish ... ..	<a href="#">97</a>
Markets, Queen Victoria ... ..	<a href="#">94</a>
Material and Stores, Control of ... ..	<a href="#">174</a>
Mayor, Election of Lord ... ..	<a href="#">70</a>
Mayoralty, The Lord ... ..	<a href="#">10</a>
Mayor and Lady Mayoress, The Lord ... ..	<a href="#">13</a>
Meat Inspection ... ..	<a href="#">218</a>
Meat Supply ... ..	<a href="#">219</a>
Meetings, Council and Committees ... ..	<a href="#">16</a>
Metal Quarry ... ..	<a href="#">179</a>
Meters, Testing of Gas ... ..	<a href="#">177</a>
Metropolitan Board of Water Supply and Sewerage, City Council Representative ... ..	<a href="#">21</a>
Metropolitan Board of Water Supply and Sewerage, House-to-House Inspection ... ..	<a href="#">211</a>
Metropolitan Fire Brigades Board, City Council Representative ... ..	<a href="#">21</a>
Metropolitan Water Supply, Royal Commission ... ..	<a href="#">32</a>
Metropolitan Water Supply, The Drought ... ..	<a href="#">34</a>
Milk Preservatives ... ..	<a href="#">226</a>
Moore Street Improvement Rate ... ..	<a href="#">85</a>
Mount Kembla Mine Disaster ... ..	<a href="#">73</a>
Municipal Administration, Statutes Relating to ... ..	<a href="#">30</a>
Municipal Depots ... ..	<a href="#">180</a>
Municipal Insurance ... ..	<a href="#">142</a>
Municipal Library ... ..	<a href="#">22</a>
Municipal Staff ... ..	<a href="#">249</a>

## N

	Page.
New Building Act, Legislative ... ..	<a href="#">31</a>
New Garbage Boxes ... ..	<a href="#">234</a>
New Garbage Carts ... ..	<a href="#">235</a>
New Sand Distributing Carts ... ..	<a href="#">236</a>
New Tumbler Carts ... ..	<a href="#">235</a>
New Watering Carts ... ..	<a href="#">236</a>
Night Removal of Refuse ... ..	<a href="#">230</a>
Nomenclature of Streets ... ..	<a href="#">247</a>
Notification of Phthisis ... ..	<a href="#">200</a>
Nuisance, Smoke Abatement ... ..	<a href="#">228</a>

## O

Office Accommodation, Town Hall ... ..	<a href="#">92</a>
Officers and Employees, Annual Leave ... ..	<a href="#">249</a>
Oil on Streets, Dust Laying ... ..	<a href="#">183</a>
Operations, Cleansing ... ..	<a href="#">205</a>
Orders, Closing ... ..	<a href="#">211</a>
Organ, City ... ..	<a href="#">94</a>
Organist, City ... ..	<a href="#">93</a>
Outstanding, etc., Paving Accounts ... ..	<a href="#">89</a>
Overcrowding of Tramcars ... ..	<a href="#">76</a>
Overhead Wires ... ..	<a href="#">180</a>

## P

Parks and Reserves ... ..	<a href="#">243</a>
Parliament, Acts of ... ..	<a href="#">22</a>
Parliamentary and By-laws Committee ... ..	<a href="#">20</a>
Paving, etc., Accounts, Outstanding ... ..	<a href="#">89</a>
Payments to Sinking Funds, Annual ... ..	<a href="#">86</a>
Peace, Proclamation of ... ..	<a href="#">6</a>
Penalty, Election of Aldermen, Candidates' Election Expenses ... ..	<a href="#">66</a>
Penalty, Election of Aldermen, Election Expenses ... ..	<a href="#">68</a>
Performances, Band ... ..	<a href="#">243</a>
Personal ... ..	<a href="#">258</a>
Phthisis ... ..	<a href="#">199</a>
Phthisis, Compulsory Notification of ... ..	<a href="#">200</a>
Plague, Bubonic ... ..	<a href="#">202</a>
Plague, Hong Kong ... ..	<a href="#">216</a>
Plague Prevention ... ..	<a href="#">215</a>
Plague, San Francisco ... ..	<a href="#">217</a>
Planting Trees ... ..	<a href="#">244</a>
Policies, Fire Insurance ... ..	<a href="#">114, 139</a>
Policies, Guarantee ... ..	<a href="#">155</a>
Poll, Election of Aldermen, Declaration of ... ..	<a href="#">69</a>
Poll, Election of Aldermen, Result of ... ..	<a href="#">57</a>
Polling Stations, Election of Aldermen ... ..	<a href="#">56</a>
Premises, etc., not Insured ... ..	<a href="#">139</a>
Preservatives in Milk ... ..	<a href="#">226</a>
Prevention of Plague ... ..	<a href="#">215</a>
Proclamation of Peace ... ..	<a href="#">6</a>



Products, Refuse Destructor	...	...	...	...	...	...	...	...	238
Properties, Cleansing City	...	...	...	...	...	...	...	...	204
Provident Fund, Sick and	...	...	...	...	...	...	...	...	104
Public Abattoirs	...	...	...	...	...	...	...	...	35
Public Baths, Pymont	...	...	...	...	...	...	...	...	245
Public Baths, Woolloomooloo	...	...	...	...	...	...	...	...	245
Public Buildings, Regulations	...	...	...	...	...	...	...	...	99
Public Conveniences	...	...	...	...	...	...	...	...	241
Public Health	...	...	...	...	...	...	...	...	198
Public Health Act Expenditure	...	...	...	...	...	...	...	...	211
Public Health By-laws, Publication of	...	...	...	...	...	...	...	...	199
Public Library, Free	...	...	...	...	...	...	...	...	248
Public Lighting	...	...	...	...	...	...	...	...	177
Publication, Public Health By-laws	...	...	...	...	...	...	...	...	199
Public Risk Policies, Fire Insurance	...	...	...	...	...	...	...	...	137
Public Thoroughfares, Control of	...	...	...	...	...	...	...	...	184
Pymont Public Baths	...	...	...	...	...	...	...	...	245

## Q

Quarry, Metal	...	...	...	...	...	...	...	...	179
Queen Victoria Markets Buildings	...	...	...	...	...	...	...	...	94
Queen Victoria Markets Buildings Statuary, Insurance of	...	...	...	...	...	...	...	...	138

## R

Ratable Value and Rates	...	...	...	...	...	...	...	...	166
Rate Books	...	...	...	...	...	...	...	...	171
Rate Books and Assessment Books	...	...	...	...	...	...	...	...	170
Rate Books, Balancing	...	...	...	...	...	...	...	...	83
Rate Comparisons, Death	...	...	...	...	...	...	...	...	198
Rate, Moore Street Improvement	...	...	...	...	...	...	...	...	85
Rates and Ratable Value	...	...	...	...	...	...	...	...	166
Rating of Government Property	...	...	...	...	...	...	...	...	166
Rating of Hoardings	...	...	...	...	...	...	...	...	169
Rebuilding Belmore Markets	...	...	...	...	...	...	...	...	96
Receipts and Expenditure, Estimates of	...	...	...	...	...	...	...	...	50
Refuse Destructor	...	...	...	...	...	...	...	...	237
Refuse Destructor Products	...	...	...	...	...	...	...	...	238
Refuse, Night Removal of	...	...	...	...	...	...	...	...	230
Register of Contracts	...	...	...	...	...	...	...	...	90
Register of Fire Insurance Policies	...	...	...	...	...	...	...	...	90
Register of Guarantee Policies	...	...	...	...	...	...	...	...	90
Regulations, Public Buildings	...	...	...	...	...	...	...	...	99
Regulations, Harbour Trust	...	...	...	...	...	...	...	...	214
Regulations, Town Hall	...	...	...	...	...	...	...	...	91
Removal of Refuse by Night	...	...	...	...	...	...	...	...	230
Rents Receivable	...	...	...	...	...	...	...	...	90
Reorganisation, Sanitary Department	...	...	...	...	...	...	...	...	187
Representative, Metropolitan Fire Brigades Board	...	...	...	...	...	...	...	...	21
Representative, Metropolitan Water Supply and Sewerage Board	...	...	...	...	...	...	...	...	21
Reserves and Parks	...	...	...	...	...	...	...	...	243
Resident Caretaker, Town Hall	...	...	...	...	...	...	...	...	91
Resignation of Governor-General	...	...	...	...	...	...	...	...	7



# INDEX.

ix  
Page.

Resolution of Council, Annual Report ... ..	2
Result of Poll, Election of Aldermen ... ..	57
Resumption, Rocks Area ... ..	112
Returning Officer, Election of Aldermen ... ..	53
Revision Court, Election of Aldermen ... ..	56
Risks, Allocation of, Assets Insured ... ..	123
Risks, Apportionment of, Fire Insurances ... ..	141
Risks Fire, Fire Insurances ... ..	140
Risk Policies, Public, Fire Insurances ... ..	137
Roads and Streets, Harbour Trust ... ..	187
Rocks Area, Resumptions ... ..	112
Rocks Resumption Area ... ..	112
Rolls and Lists, Election of Aldermen, Citizens' ... ..	54
Royal Commission, Metropolitan Water Supply ... ..	32

## S

Saleyards, Flemington Cattle ... ..	98
San Francisco, Plague ... ..	217
Sand Distributing Carts, New ... ..	238
Sanitary Department, Reorganisation ... ..	188
Sanitary Inspector, Appointment of Lady ... ..	196
Schedule of Assets Insured ... ..	115
Scrutineers, Election of Aldermen ... ..	64
Security on Contracts ... ..	89
Service on Juries, Exemption from ... ..	248
Sewers, Fumigation of ... ..	212
Sewerage System, Low Level ... ..	213
Sick and Provident Fund ... ..	104
Sinking Funds and Assets ... ..	84
Sinking Funds, Annual Payments ... ..	86
Small Stock Yards ... ..	99
Smoke Nuisance Abatement ... ..	228
Special Health Court ... ..	210
Specifications, Structural Defects ... ..	247
South African Contingent, Tablet ... ..	93
Staff, Municipal ... ..	249
Staff and Labour Committee ... ..	20
State Governor, Appointment of First ... ..	8
Stations, Polling ... ..	56
Statuary, Queen Victoria Market Buildings, Insurance of ... ..	138
Status of Town Clerk ... ..	256
Statutes Relating to Municipal Administration ... ..	30
Steam Disinfection Apparatus ... ..	238
Stock Yards, Small ... ..	99
Stores and Material, Control of ... ..	174
Streets Nomenclature ... ..	247
Streets and Roads, Harbour Trust ... ..	187
Street Watering ... ..	182
Streets, in Council, Vesting of ... ..	246
Structural Defects, Specifications... ..	247
Structural Defects ... ..	187
Subways and Tunnels ... ..	181
Supply of Meat ... ..	219
Sydney Corporation (Amendment) Bill ... ..	24
Sydney, Greater ... ..	33

## T

	Page.
Tablet, China Naval Contingent ...	<a href="#">92</a>
Tablet, South African Contingent...	<a href="#">93</a>
Taxation of Land Values ...	<a href="#">159</a>
Tenants' Insurances ...	<a href="#">135</a>
Tenders ...	<a href="#">101</a>
Testing of Meters, Gas Supply ...	<a href="#">178</a>
Thoroughfares, Public, Control of	<a href="#">184</a>
Tied Houses, Assessment of	<a href="#">168</a>
Town Clerk, Status of ...	<a href="#">256</a>
Town Hall, Lettings ...	<a href="#">90</a>
Town Hall, Regulations ...	<a href="#">91</a>
Town Hall, Office Accommodation ...	<a href="#">92</a>
Town Hall, Resident Caretaker ...	<a href="#">91</a>
Tramcars, Overcrowding of	<a href="#">76</a>
Tree Planting ...	<a href="#">244</a>
Tumbler Carts, New ...	<a href="#">235</a>
Tunnels and Subways ...	<a href="#">181</a>

## U

Undertaking, Electric Light ...	<a href="#">44</a>
---------------------------------	--------------------

## V

Vesting of Streets in Council ...	<a href="#">246</a>
Votes Recorded, Election of Aldermen, Comparative Analyses of ...	<a href="#">58</a>
Votes, Counting of ...	<a href="#">69</a>
Votes, Informal, Causes of Informality ...	<a href="#">60</a>

## W

Warranties, Fire Insurances ...	<a href="#">127</a>
Watering Carts, New ...	<a href="#">236</a>
Watering Streets ...	<a href="#">182</a>
Water Supply, Metropolitan, The Drought ...	<a href="#">34</a>
Water and Sewerage Board, City Council Representative ...	<a href="#">21</a>
Water Supply, Royal Commission ...	<a href="#">32</a>
Wharves and Foreshores, Cleansing of ...	<a href="#">214</a>
Wires, Overhead ...	<a href="#">180</a>
Woolloomooloo Baths ...	<a href="#">245</a>
Woolloomooloo Fishmarkets ...	<a href="#">97</a>
Working Classes, Housing of the ...	<a href="#">26</a>
Workmen, Baths for ...	<a href="#">242</a>
Works Committee ...	<a href="#">19</a>

## Y

Yards, Flemington Cattle Sale ...	<a href="#">98</a>
Yards, Small Stock ...	<a href="#">99</a>









# ANNUAL REPORT.

1903.

## TOWN CLERK.

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SYDNEY, 24th June, 1904.

*TO THE RIGHT HONOURABLE SAMUEL E. LEES, LORD  
MAYOR, AND THE ALDERMEN OF THE MUNICIPAL  
COUNCIL OF THE CITY OF SYDNEY.*

MY LORD MAYOR AND GENTLEMEN,—

### INTRODUCTION.

I have the honour to submit for your consideration my second annual report as Town Clerk of the City of Sydney, being a summary of the various matters which have from time to time come under the cognisance and observation of the members of the Council in the discharge of their multifarious and at times somewhat exacting municipal duties during the year 1903.

\* \* \*

### ELECTION OF LORD MAYOR.

On the 9th December, 1903, the quarterly meeting of the Council was held, pursuant to provisions of the 66th section of the Sydney Corporation Act, 1902, for the purpose of electing a Lord Mayor for the year 1904.

Prior to the receipt of nominations for the position it was moved by Alderman Milner Stephen, seconded by Alderman Henley—"That the By-laws of the Council, so far as they affect the election of the Lord Mayor, be suspended, and that the election of the Lord Mayor be made in the following manner, viz. :—

- (a) All nominations of candidates shall first be made by nomination and seconding at the time of the statutory meeting.

- (b) An open vote shall then be taken, each Alderman voting only for one candidate.
- (c) If any candidate on such vote shall have an absolute majority of votes of those present, such candidate shall be declared elected.
- (d) If no candidate have such an absolute majority, the name of the candidate having the lowest number be removed from the list of candidates.
- (e) That successive votes be taken until on one of such votes one of the candidates obtain an absolute majority, whereupon such candidate shall be declared elected."

After considerable debate the motion was negatived on division by sixteen votes to five, and the election was proceeded with on the ordinary lines heretofore in force of motion and amendment, the first names submitted being treated as the original motion and the first name submitted thereafter as an amendment in accordance with the standing orders of the Council.

The final vote resulted in the election of Alderman Samuel Edward Lees as Lord Mayor for the year 1904, on the motion of Alderman Lindsay-Thompson, seconded by Alderman Beer.

\* \* \*

### THE LORD MAYOR FOR 1904.

Alderman Samuel E. Lees, J. P., who was elected to the position of Lord Mayor and Chief Magistrate of the City of Sydney on the 9th December, 1903, was born in Sydney in 1843, and has had an active life and a very interesting public career.

On 7th February, 1887, Alderman Lees was first elected to a seat in Parliament for the Nepean electorate, and was again elected for the same constituency on the 9th February, 1889. On the 17th June, 1891, he was re-elected for the same electorate, and on the 17th July, 1894, he was again returned for the Nepean. This last Parliament lasted for twelve months only—till the 5th July, 1895—and on seeking re-election on the dissolution of Parliament, Alderman Lees was defeated. In the following August, 1895, he was called to the Upper House and occupied a seat in the Legislative Council for three years—part of 1895, the whole of 1896 and 1897, and part of 1898. His old constituency then by requisition requested him to resign his seat in the Upper House with a view to again contesting the Nepean. On consideration, Alderman Lees resigned his seat, and the Nepean elected him as a member of the Legislative Assembly on the 27th July, 1898, after which date he remained the representative of that electorate during the course of the Parliament for three years, namely, until the 11th June, 1901. He then submitted himself again to the constituency, but was defeated, and has not since submitted himself to Parliamentary life.

According to the general verdict as expressed by public opinion it is agreed that as a Parliamentary representative Alderman Lees served the electors of the Nepean faithfully, and it is certain that the electors appreciated his services and worth, they on their part invariably manifesting a kindly consideration for their representative, whilst he, as their member of Parliament, was always particularly studious of their interest

and desires, and assisted by every means in his power to promote local claims and local objects, whilst cosmopolitan in his views as regards the interests of the State.

Whilst member for the Nepean district, Alderman Lees was instrumental some ten years ago in successfully founding the Nepean Hospital. The hospital is admittedly one of the finest cottage hospitals in the State, and is one of the most desirable of institutions of its kind in New South Wales. Alderman Lees still occupies the position of president of the hospital, and has occupied such position from the commencement.

With regard to his municipal career as a City Alderman and positions cognate thereto, this has been not less interesting than his Parliamentary career. On the 1st December, 1879, he was elected as a member of the City Council for Macquarie Ward, one of the most important business and active commercial Wards in the City, and he has been elected nine times since in succession for the same Ward.

This in itself constitutes a record of which Alderman Lees is justly proud, and is a testimony to the unbounded confidence reposed in him by his constituents. His representation of Macquarie Ward has been unbroken for a period of twenty-five years, during which he has been before his constituents for that Ward under three entirely different constitutions or three distinct franchises—namely, household franchise, cumulative votes, and in more recent years what is known as the lodger vote. On each occasion when he has presented himself to the electors of that Ward for re-election he has, when opposed, had an overwhelming majority of votes recorded in his favour, and he has frequently been returned to the City Council unopposed.

In 1895 Alderman Lees had the honour of being elected Mayor of Sydney, and at an early stage in his year of office he was honoured by a banquet, which was tendered to him by the citizens—a rare event in those days in the municipal history of Sydney. On the termination of his year of office the members of the Council expressed a desire that he should again occupy the civic chair for another year.

Having been a long time in harness, however, as a Parliamentary and municipal representative, and being desirous of a holiday and rest from his labours in a representative capacity, he availed himself of the opportunity in 1896 of touring Europe, visiting during the course of his travels the following cities, towns and places:—London, Birmingham, Liverpool, Manchester, Bristol, Bedford, Bath, Oldham, Leeds, Maidstone, Edinburgh, Stonehaven, Glasgow, Govan, Stranraer, Larne, Belfast, Dublin, Limerick, Cork, Medlow, Killarney, Rouen, Paris, Brussels, Antwerp, Boulogne, Bonn, Mayence, Basle, Berne, Interlaken, Thun, Brienz, Lucerne, Milan, Verona, Venice, Bologna, Florence, Pisa, Rome, Naples, Pompeii, Vesuvius, and Genoa. Alderman Lees was accompanied on this tour by Mrs. Lees and all their family, and returned to Sydney early in 1897, the experience acquired during the visit being of incalculable benefit in his municipal and many other public capacities.

It would be omitting one of the most important items appertaining to this brief biographical sketch if reference was not made to the fact that during his life Alderman Lees has devoted a good deal of his time to the charities and philanthropic institutions of the City, and has always evinced a strong desire to render assistance to his fellows less favourably circumstanced, particularly those who had met with misfortune or calamity, and his services in this direction have been most highly appreciated.



Immediately following his election as Lord Mayor, Alderman Lees received an immense number of congratulatory telegrams and letters, not only from all parts of the State of New South Wales, but from every State in the Commonwealth and also from New Zealand, the senders of the gratifying congratulatory messages representing all sections and all grades of society.

\* \* \*

### LORD MAYORALTY.

Reference was made in detail last year to the fact that His Majesty the King had been graciously pleased to decree that the style, title and dignity of Lord Mayor should be conferred on the chief civic representative and first citizen of the City of Sydney.

Supplementary to the announcement originally made in November, 1902, a communication was received from His Excellency the State Governor, Sir Harry Holdsworth Rawson, K.C.B., intimating that the King's Warrant had been received and arrangements would be made presenting the same to the City of Sydney in due course.

On the 25th March, 1903, the Lord Mayor, accompanied by Aldermen J. G. Griffin, T. Henley, R. Mackey, R. D. Meagher, J. Lane Mullins, P. Nolan, E. Milner Stephen, A. Taylor, E. Lindsay-Thompson, R. G. Watkins, and T. J. West and the Town Clerk, attended by appointment at the office of the State Governor in Macquarie Street for the purpose of receiving from the hands of His Excellency the King's Warrant empowering the head of the Municipality of the City of Sydney to bear the title of Lord Mayor. His Excellency, after cordially welcoming the Lord Mayor and his colleagues and the Town Clerk, said he was very glad of the opportunity of receiving the representatives of the Municipal authority of the City of Sydney, because it enabled him to hand over the King's Warrant under seal, under the terms of which the head of the civic administration was created Lord Mayor. His Excellency congratulated the Aldermen on the distinction conferred upon the City by His Majesty the King. It was well deserved and would bring credit upon the City of Sydney.

His Excellency then read the King's Warrant as follows :—

EDWARD THE SEVENTH by the grace of God of the United Kingdom of Great Britain and Ireland and of the British Dominions beyond the seas King Defender of the Faith Emperor of India. TO ALL TO WHOM THESE PRESENTS SHALL COME GREETING : WHEREAS we being desirous to bestow a mark of our Royal favour on the City of Sydney in the State of New South Wales in our Commonwealth of Australia. KNOW YE that our will and pleasure is and we DO HEREBY DECLARE AND ORDAIN that from and after the date of these presents THE MAYOR now and for the time being of the CITY OF SYDNEY in the State of New South Wales in our Commonwealth of Australia shall be styled and called LORD MAYOR of the CITY OF SYDNEY and we do hereby authorise and empower the Mayor of the said City of Sydney now and for the time being henceforth at all times to assume and use and to be called and named by the style title and appellation of Lord Mayor of Sydney and to enjoy and use all and singular the rights privileges pre-eminences and

advantages to the degree of a Lord Mayor in all things duly and of right belonging. IN WITNESS whereof we have caused these our letters to be made patent. WITNESS ourself at WESTMINSTER the eighteenth day of December in the second year of our reign.

BY WARRANT UNDER THE KING'S SIGN MANUAL.

(Signed) MUIR MACKENZIE.

In conclusion, His Excellency expressed the pleasure it afforded him in handing the King's Warrant under the Great Seal of England to the Lord Mayor, and in doing so wished every prosperity to the first Lord Mayor and the City over which he presided.

The Lord Mayor, on receiving the King's Warrant, said that on behalf of the City Council, as representing the citizens of Sydney, he thanked His Excellency for the very kind words he had uttered. The members of the City Council considered a great honour had been conferred upon the City by the elevation of the head of the civic authority to the position of Lord Mayor. Although Sydney stood fourth among British cities in the world, this was the first occasion on which the distinguished title of Lord Mayor had been conferred upon a municipality outside the British Isles. It was a great compliment to Australia, and the members of the City Council knew they owed the distinction very largely to the kind assistance of His Excellency in the first place.

\* \* \*

#### PRECEDENCE.

The Right Honourable the Lord Mayor having been furnished by the Principal Under-Secretary with the tables of precedence suggested for adoption in connection with Commonwealth and State functions, I wrote on June 1st to Senator R. E. O'Connor, Vice-President of the Executive Council, pointing out that on perusal of such tables of precedence it would appear that sufficient consideration had not been given to the altered status of the official head of the municipality of the City of Sydney consequent upon the elevation of the Mayoralty into that of a Lord Mayoralty. In support of this view I directed attention to the fact that according to the Warrant issued under the Sign Manual of His Majesty the King, "the Mayor of the City of Sydney is authorised and empowered at all times to assume and use and to be called and named by the style, title, and appellation of Lord Mayor of Sydney, and to enjoy and use all and singular the rights, privileges, and pre-eminences and advantages to the degree of a Lord Mayor in all things duly and of right belonging."

All recognised authorities, such as "Debrett," for instance, acknowledge that it is the privilege of a Lord Mayor and Lady Mayoress to bear the style and title of Right Honourable during their term of office, and as such they accordingly rank with Privy Councillors. Furthermore, it is laid down as a prescriptive right appertaining to the office that the Lord Mayor and Lady Mayoress during their occupancy of the office rank equally with a Baron and Baroness, and possess the privileges appertaining to that rank and position.

Having regard to these facts, and more particularly to the express authority contained in the Royal Warrant, I deemed it my duty to submit that the tables of precedence should be revised so as to be in consonance

with the privileges and rights conferred by and under such Warrant, and that as regards the Commonwealth tables of precedence, the Lord Mayor should rank under such list equally with Privy Councillors. In submitting this suggestion for consideration it was also pointed out that the suggestion was made in strict accordance with established custom and precedent and in accordance with the privileges conferred under the Sign Manual of His Majesty the King. This representation occurred just prior to the decease of the late Principal Under-Secretary, Mr. Critchett Walker, C.M.G., who had made a special study and was a recognised authority on the question of precedence, and he expressed his entire concurrence with the views expressed in such representation.

In reply to my communication, a letter was received from the Secretary to the Prime Minister and Minister for External Affairs, Sir Edmund Barton, G.C.M.G., intimating that a communication on the subject had been addressed to the Right Hon. the Colonial Secretary, Mr. Joseph Chamberlain, M.P., and, further, that at that time no table of precedence to be adopted at Commonwealth functions had been decided upon, the matter being the subject of a correspondence which was then proceeding.

\* \* \*

### THE LORD MAYOR AND LADY MAYORESS.

The customary procedure was followed in the matter of the official reception of the Lord Mayor at the Town Hall by the Town Clerk and the heads of departments on the 2nd January, 1903, when the Town Clerk, as representing the official staff of the Council, tendered a hearty welcome to the Right Hon. Thomas Hughes on his re-election to the distinguished position of Lord Mayor of the City of Sydney, and said that he felt sure that the same cordial and harmonious feeling which had been so apparent in the administration of the service during the preceding year would be continued during the second term for which the Lord Mayor had been elected, a sentiment which was heartily applauded by the members of the staff present upon the occasion. As far as the officers themselves are concerned the Town Clerk stated they had unbounded confidence in the administrative capacity, sound judgment, genial courtesy, and strict impartiality which had characterised the Lord Mayor's tenure of office during the preceding year, and they on their part had no necessity to assure him of their unswerving loyalty and co-operation. The cordial relations which existed between the Lord Mayor and the officers, and the community of interest which actuated them and which it was recognised must necessarily be the predominant factor in carrying out their respective duties in the interests of the citizens, were in themselves sufficient indication that they were working with but one aim and one common object, in view—the interests of the City as a whole.

I am quite aware of the fact, of which I have no doubt I shall be reminded, that it is not a customary thing for a public officer in my position to make any observations with regard to the occupant of the civic chair. In my case, however, the circumstances are sufficiently extraordinary and unusual to justify a passing reference on this, the only occasion upon which I shall refer to the subject. Coming to Sydney at a time when practically almost every man's hand was raised against the "experimental importation," the type of occupant of the Mayoral chair to myself meant success or failure. And now on the termination

of a second municipal year, during which the civic chair was filled by Alderman Hughes, a period concurrent with my first two years' service as Town Clerk of Sydney. I should be guilty of the basest ingratitude were I to omit to place on record my acknowledgment of the many acts of kindness I have received at his hands or of the encouragement I received from him in times of difficulty or despondency, and those occasions were of frequent recurrence during the time named, when strenuous opposition was manifested to any suggested departure from the "old groove" which characterised the old order of things. The Council, the press, and the public have borne unstinted praise with regard to the manner in which the public and official duties devolving upon the Lord Mayor were performed during his two years of office, and on his retirement from the chair at the end of last year the Council unanimously resolved, on a motion submitted by Alderman Watkins— "That a vote conveying the hearty appreciation, thanks and esteem of the City Council be accorded to Alderman Thomas Hughes for his able administration of the municipal affairs of the City of Sydney during his two years of office (1902-1903) as Lord Mayor of the said City, and that such vote be inserted in the records of the Council, and a copy thereof under seal conveyed to Alderman Hughes."

Had it not been for these references, in which the Council, the press and the public participated, I should not have made any allusion to the matter, as I recognise that for me to attempt to add anything in appreciation of the cosmopolitan breadth of view which has been such a prominent and distinguishing characteristic of the Lord Mayor during his two years of office, it might savour of presumption on my part. Suffice it, therefore, to say before the lapse of time has put his municipal career and his civic character into its proper place in the reminiscent perspective of our civic history, that after an experience extending over a period of twenty-eight years, I have never served under an executive head who more thoroughly understood the work of a city in all its municipal institutions and manifold ramifications. The Council has testified that the duties of Lord Mayor were discharged with zeal and dignity, and with credit not only to himself but to the City of which he is an illustrious native; and possibly no gentleman is to-day better known, especially in departmental, professional and mercantile circles for the effective character of his municipal work than the Lord Mayor for 1902 and 1903. I remember reading in the public press in December, 1901, that a broad view of his personality was foreshadowed, and it was recognised by press and public at that time that having regard to the multifarious and arduous duties devolving upon the office that it was no light task to succeed a Mayor of the calibre of Sir James Graham, his immediate predecessor in the Mayoral chair. But it was stated in the leading columns of the press that the Mayor elect would place a considerable amount of time at the disposal of the citizens, and that he would throw into his municipal duties and civic engagements an amount of energy and business ability which would ensure for him a successful and honourable term of office. The anticipations which were so confidently proclaimed by the press have, according to the testimony of the Council, as recorded by an unanimous vote, been more than realised, and those responsible have, according to results and the Council's own testimony, every reason to congratulate themselves on the success which attended their nomination.

The past year has formed no exception to the general rule which prevails with regard to the multitudinous nature of the civic engage-



ments of the Lady Mayoress, and to which special reference was made last year, and there is abundant testimony available that these duties and engagements were discharged to the satisfaction of all concerned with that graceful charm and pleasing manner which made it a pleasure to be associated with the Lady Mayoress in any social, charitable or official function.

\* \* \*

### CIVIC HOSPITALITY.

During the past year the Lord Mayor had the privilege of tendering civic receptions and welcome, accompanied by the hospitality of the City, to numerous distinguished personages and representatives, ladies and gentlemen, amongst whom may be mentioned the following :—His Excellency the Governor-General, Lord Tennyson, and Lady Tennyson, and suite ; His Excellency the State Governor, Admiral Sir Harry Holdsworth Rawson, K.C.B., and Lady Rawson, Miss Rawson, and suite ; His Excellency the Governor of Victoria, Sir George Sydenham Clarke, K.C.M.G., and Lady Clarke, and suite ; His Excellency the Governor of Queensland, Sir Herbert Chermide, K.C.M.G., and suite ; His Excellency the Naval Commander-in-Chief, Vice-Admiral Fanshawe and Mrs. Fanshawe, Miss Fanshawe, and suite ; the Lieutenant-Governor of New Guinea, Sir George Le Hunte, K.C.M.G. (now Governor of South Australia), and suite ; the Premier of the Australian Commonwealth, the Right Hon. Sir Edmund Barton, P.C., G.C.M.G. (now Mr. Justice Barton, of the Federal High Court), and Lady Barton ; and his successor in the Federal Premiership, the Hon. Alfred Deakin, M.P. ; the State Premier and Chief Secretary, the Hon. Sir John See, M.L.A., K.C.M.G., and Lady See ; the Federal Minister of Defence, the Right Hon. Sir John Forrest, P.C., G.C.M.G. ; and his successor, the Hon. Austin Chapman, M.P. ; the Vice-President of the Federal Executive Council, Senator R. E. O'Connor, K.C. (now Mr. Justice O'Connor, of the Federal High Court), and Mrs. O'Connor ; the Minister for Home Affairs, Sir W. J. Lyne, K.C.M.G. ; the Right Hon. G. H. Reid, P.C., K.C., M.P., and Mrs. Reid ; the President of the Legislative Council, the Hon. Sir Francis Suttor, Kt., M.L.C., and Lady Suttor ; the Hon. B. R. Wise, M.L.C., Attorney-General of the State of New South Wales ; the Hon. T. Waddell, M.L.A., State Treasurer ; the Hon. E. W. O'Sullivan, M.L.A., Minister for Works ; the Hon. John Perry, M.L.A., Minister for Education ; the Hon. W. P. Crick, M.L.A., Minister for Lands ; the Hon. J. Kidd, M.L.A., Minister for Mines and Agriculture ; the Hon. Walter Bennett, M.L.A., Honorary Minister ; the Hon. J. Hayes, M.L.A., Honorary Minister ; the Hon. J. L. Fegan, M.L.A., Honorary Minister ; the officers of the Japanese Fleet, viz., Admiral Kamimura, Captain Matsimoto, Captain Ijiti, Captain Ide ; the Viscount Boringdon ; Count Vay de Vaya ; the Hon. Alan de Tatton Egerton, M.P. (England) ; His Eminence Cardinal Moran ; His Grace the Archbishop of Sydney, Dr. Saumarez Smith ; His Grace the Coadjutor Archbishop of Sydney, Dr. Kelly ; the Bishop of North Queensland ; the President of the Methodist Conference of Australasia, the Rev. Dr. Lane ; the Moderator of the Presbyterian Assembly, the Right Rev. J. M. Main ; the ex-Moderator of the Presbyterian Assembly, the Rev. John Walker, M.A. ; the President of the Methodist Conference of New South Wales, the Rev. W. Halse Rogers ; the ex-President of the Methodist Conference

of New South Wales, the Rev. W. Woolls Rutledge ; the Rabbi Landau ; the Ven. Archdeacon Langley ; the Ven. Archdeacon Gunther ; Monsignor O'Brien ; Monsignor O'Haran ; the Major-General Commanding the Military Forces of the Commonwealth, Sir Edward Hutton, K.C.M.G., and Lady Hutton ; the Officer Commanding the Military Forces in the State of New South Wales, Brigadier-General Finn, and Mrs. Finn ; the Chancellor of the University, Sir Normand MacLaurin, Kt., M.L.C., and Lady MacLaurin ; the Judges of the Supreme Court ; the District Court Judges ; the Members of the Legislative Assembly ; the President of the Federal Senate, Sir R. C. Baker, K.C.M.G. ; the Speaker of the House of Representatives, Sir Frederick Holder, K.C.M.G. ; the Premier of the State of Victoria, Mr. W. H. Irvine, and Mrs. Irvine ; the Premier of the State of Queensland, Mr. R. Philp, and Mrs. Philp ; the Premier of the State of South Australia, Mr. J. G. Jenkins, and Mrs. Jenkins ; the Premier of the State of Western Australia, Mr. Walter James ; the ex-Premier of the State of Victoria, Sir Alexander Peacock, K.C.M.G., and Lady Peacock ; the ex-Premier of the State of Tasmania, Sir Elliott Lewis, K.C.M.G., and Lady Lewis ; the Attorney-General of the State of Tasmania, Mr. Herbert Nicholls ; the Attorney-General of South Australia, Mr. J. H. Gordon ; the Attorney-General of the State of Queensland, Sir Arthur Rutledge, Kt., and Lady Rutledge ; the Speaker of the South Australian Assembly, Sir Jenkin Coles, K.C.M.G., and Lady Coles ; the Lord Mayor and Lady Mayoress of Melbourne, Sir Samuel Gillott, Kt., and Lady Gillott ; the ex-Mayor of Adelaide, Mr. A. W. Ware, C.M.G., and Mrs. Ware ; the Mayor of Brisbane, Mr. Corrie ; the Mayor of Fremantle, Mr. Alexander ; Sir Arthur Snowden, Kt. ; Sir Langdon Bonython, K.B. ; Sir Julian Salomons, Kt., K.C., and Lady Salomons ; Sir William Manning, Kt., and Lady Manning ; Sir Matthew Harris, Kt., and Lady Harris ; Sir James Graham, Kt., and Lady Graham ; Sir James R. Fairfax, K.B., and Lady Fairfax ; Sir George Dibbs, K.C.M.G., and Lady Dibbs ; Senator Lieutenant-Colonel Cameron, C.B., A.D.C., and Mrs. Cameron ; Senator A. J. Gould and Mrs. Gould ; Senator Lieutenant-Colonel J. C. Nield and Mrs. Nield ; Senator Pulsford and Mrs. Pulsford ; the Principal Under Secretary, the late Mr. Critchett Walker, C.M.G. ; the Inspector-General of Police, Mr. E. W. Fosbery, C.M.G. ; the Government Astronomer, Mr. H. C. Russell, C.M.G. ; the ex-Mayors of the City ; the Aldermen of the City Council ; the Consul-General for France, Mons. G. Biard d'Aunet ; the Vice-Consul General for France, Mons. Louis Nettement ; the Consul-General for the German Empire, Herr Von Buri ; the Vice-Consul General for the German Empire, Herr Muenzenthaller ; the Consul-General for Japan, Mr. H. S. Eitaki ; the Consul-General for the Argentine Republic, Mr. J. T. Tillock ; the Consul-General for Austria-Hungary, Baron Hoenning O'Carroll ; the Consul-General for Denmark, Mr. Theodore Boesen ; the Consul-General for Switzerland, Mr. Marc Rutty ; the Consul for Belgium, Mr. Rene Vos ; the Vice-Consul for Belgium, Mr. J. Currie Elles ; the Consul for Chili, Mr. C. W. Brown ; the Consul for Greece, Mr. M. V. Maniaka ; the Acting Consul for Greece, Mr. Alderman T. H. Barlow ; the Consul for Italy, Dr. V. Marano ; the Consul for the Netherlands, Mr. Edward Resch ; the Vice-Consul for the Netherlands, Mr. N. H. Paling ; the Consul for Portugal, Mr. R. Sandeman Collum ; the Consul for Russia, Mr. E. M. Paul ; the Consul for Spain, Mr. F. B. Freehill ; the Consul for Sweden and Norway, Mr. Olav E. Pauss ; the Consul for Paraguay, Mr. A. B. Joske ; the Vice-Consul for Brazil, Mr. E. W. T. Dunn ; the Under Secretaries for

Finance, Works, Education, Lands, Justice, and Mines and Agriculture; the Chief Railway Commissioner, Mr. Charles Oliver, and the Railway Commissioners and their Secretary, Mr. H. McLachlan; the President of the Sydney Harbour Trust, Mr. R. P. Hickson, and the Harbour Commissioners, and their Secretary, Mr. Harold Norrie; the President of the Metropolitan Board of Water Supply and Sewerage, the Hon. Jacob Garrard, and the Members of the Board and their Secretary, Colonel Holmes, D.S.O.; the President of the Board of Health, Dr. Ashburton Thompson, and the Members of the Board and their Secretary, Mr. G. H. King; Captain A. Nazarevsky; the Count Pretti de la Rocca, etc., etc.

A public reception was also tendered to Miss Ada Crossley, the distinguished contralto singer, on the occasion of her re-visiting Australia.

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### CIVIC CHAIN.

As intimated in my report for the year 1902, the City Council decided to accept the offer made by the President and Council of the Sydney Chamber of Commerce as contained in the following resolution:—

“That as the Right Honourable the Lord Mayor of this important City is without a Mayoral Chain, and inasmuch as this Council was instrumental in the first instance in bringing before the authorities the propriety of the dignity being conferred on this City, it resolves to offer to present to the Lord Mayor the first link in a civic chain.”

The movement so gracefully initiated by the Chamber of Commerce was subsequently joined in by the Stock Exchange to present the Lord Mayor with an appropriate chain of office, and each of those who had passed the Mayoral chair or their respective representatives were invited to contribute a link to the chain. The proposal was favourably received and came to a pleasing and satisfactory culmination on the 9th September, 1903, when the Lord Mayor was invested by His Excellency the State Governor, Admiral Sir Harry Rawson, K.C.B., with the chain of office.

The interesting and somewhat historical function took place in the Council Chamber in the presence of the Aldermen, a number of ex-Mayors and ex-Aldermen, the Lady Mayoress, and a gathering of ladies, and the Town Clerk and principal officers in the Corporation service.

His Excellency the Governor was attended by his staff and several senior naval officers. Prior to investing the Lord Mayor with the civic chain, His Excellency stated that he thought the presentation of such a chain was what might be called a proper adjunct to the Royal Warrant which His Majesty the King had issued creating the Chief Magistrate of the City of Sydney a Lord Mayor. He had congratulated the Lord Mayor at the time the distinction was conferred on the honour done to the City, and he had pleasure in congratulating him on the magnificent chain, the links of which had been presented by the Chamber of Commerce, the Sydney Stock Exchange, ex-Mayors, and the present occupant of the civic chair. He was sure that whoever was called upon to wear the chain in future would wear it well and carry out, as the first Lord Mayor had done, work for the real good of the community. His Excellency further hoped that the chain would be worn by those who

not only advocated real economy, but real economy combined with real progress, because it was not economy to stop progress. From what he had heard, the work of the Council during the last few years had shown a great improvement not only as regards the finances, but also with respect to the general working of the Corporation. As to the future, he trusted the municipal laws of the City would be such that they would form a model for municipal government throughout the country. It afforded him much pleasure to present the chain, on behalf of those who had donated links, to the first Lord Mayor of Sydney, and he sincerely trusted that future holders of the position would be as successful in their administration, and show as much tact, firmness and ability as the first wearer.

The Lord Mayor, in reply, thanked His Excellency for his kindly reference, not only to himself, but to the Aldermen whose actions he had truthfully described. He could not wish to be associated with a better, a more loyal and hard-working body of men than the then members of the Council. The Corporation of the City of Sydney had been in existence since 1843, and there were links in the chain recording the mayoralty of men who had governed the City as far back as 1844. It spoke well for the public spirit of the citizens that when the suggestion was originally made by the Chamber of Commerce such a willing and ready response was made by his predecessors and by the Stock Exchange.

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#### CIVIC CHAIN—DONORS.

In addition to the pendant and connecting centre badges presented by the Lord Mayor and the Sydney Chamber of Commerce and the Sydney Stock Exchange, respectively, the following ex-Mayors or their representatives presented links to commemorate their tenure of office, namely :—

Alderman J. R. Wilshire	..	..	Mayor 1844.
Alderman I. Broughton	..	..	Mayor 1847.
Alderman J. Williams	..	..	Mayor 1858.
Alderman C. Moore	..	..	Mayor 1867.
Alderman M. Chapman	..	..	Mayor 1871.
Alderman J. Merriman	..	..	Mayor 1873.
Alderman S. Goold	..	..	Mayor 1874.
Alderman C. J. Roberts	..	..	Mayor 1879.
Alderman R. Fowler	..	..	Mayor 1880.
Alderman John Harris	..	..	Mayor 1881.
Alderman John Harris	..	..	Mayor 1882.
Alderman John Harris	..	..	Mayor 1883.
Alderman J. Hardie	..	..	Mayor 1884.
Alderman T. Playfair	..	..	Mayor 1885.
Alderman John Young	..	..	Mayor 1886.
Alderman A. J. Riley	..	..	Mayor 1887.
Alderman John Harris	..	..	Mayor 1888.
Alderman John Harris	..	..	Mayor 1889.
Alderman S. Burdekin, M.L.A.	..	..	Mayor 1890.
Alderman Hon. S. E. Lees, M.L.C.	..	..	Mayor 1895.
Alderman Isaac E. Ives	..	..	Mayor 1896.

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## CIVIC CHAIN—DESCRIPTION.

The Lord Mayor's chain of office, worn for the first time on the 9th September, 1903, consists of a double row of scroll pattern medallions, the centre of each containing a shield bearing in relief the municipal crest, around which is a ribbon giving the name of the Mayor and the year represented, the first year shown being 1844, when Mr. J. R. Wilshire occupied the chair. The medallions are connected by the letter "S," the initial of the City. In the centre of the top row of medallions is the shield presented by the President and Council of the Sydney Chamber of Commerce, the design being a handsome oval arrangement of artistic scrolls, with the badge of the State of New South Wales enamelled in the proper heraldic colours. The shield presented by the President and members of the Sydney Stock Exchange occupies the centre of the lower row of medallions, and contains in enamel the badge of the State surrounded by a wreath. The lower and most important position is taken up by the pendant representing the Municipal Council of the City of Sydney, the gift of the Lord Mayor, the Right Honourable Thomas Hughes. This pendant is a magnificent piece of work, upon which appears the municipal coat of arms enamelled in the proper colours, and the motto, "I take but I surrender," and surrounded by a wreath of waratahs and elaborate scrolls, a double ribbon bearing the inscription, "Thomas Hughes, 1902, first Lord Mayor."

The chain, which was manufactured by Messrs. W. Farmer and Company, Hunter Street, Sydney, throughout is executed in fine quality gold, and both in design and workmanship is admittedly one of the finest specimens of the goldsmith's art ever produced in Australia, and those competent to judge and express an opinion have declared it to be equal to any municipal chain outside the City of London, in England.

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## DEPUTATIONS TO THE LORD MAYOR.

As in previous years, a considerable number of representatives and influential deputations of citizens and others interested in subjects appertaining to local government administration coming directly or indirectly under municipal cognisance were received by the Lord Mayor during the past year.

The deputations included amongst others the following :—

Deputation from the Committee of the Sydney Night Refuge relative to the imposition of rates upon their premises ; deputation from the Professional Musicians' Association of Australasia relative to the suggested formation of a Municipal Band for the City of Sydney under the auspices of the City Council ; deputation from the Redfern Municipal Council with regard to alleged flooding of streets ; deputation from the Master Painters and Decorators' Association with reference to the contemplated decoration of the Town Hall ; deputation from the Sydney Unemployed with regard to a parade through the City streets ; deputation from the Sydney Unemployed in the matter of the formation of a winter fund ; deputation from the Sydney Unemployed relative to facilities being given to the unemployed to break metal by hand for use on the City streets ; deputation from the Sydney Unemployed asking for the

free use of the Town Hall to discuss the unemployed problem ; deputation from the Market Gardeners and Stallholders in the Belmore Markets in the matter of improved market accommodation ; deputation from the Fruit Growers using Belmore Markets in the matter of improved market accommodation ; deputation from the Tip Carters' Union, deputation from the Vanmen's Union, and deputation from the Cabmen's Union with regard to sanding streets ; deputation representing Sydney Musicians requesting that a public reception should be given to Mr. Mark Hamburg ; deputation from the Master Builders' Association with regard to the alleged injurious operation of the By-law in relation to the hoisting of goods over the footpaths ; deputation from the Master Coachbuilders and Wheelwrights' Association of Employees with regard to the specifications issued by Council when new carts or similar vehicles are required by the Council ; deputations from the Manufacturers' Agency Limited, etc., etc.

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### DEPUTATION FROM COUNCIL.

The Council by deputation waited upon the Hon. State Premier, Sir John See, K.C.M.G., in relation to the introduction of the Sydney Corporation (Amending) Bill as revised, the Housing of the Working Classes Bill, the Municipal Control of Public Abattoirs and the control of the Rocks Resumption Area. Four deputations waited upon the Minister for Works, the Hon. E. W. O'Sullivan, M.L.A., in the matter of the asphaltting of Cleveland Street, the Low Level Sewerage System, the widening of Market Street at the corner of Elizabeth Street, and woodpaving the approach to Pymont Bridge ; and one deputation waited upon the State Treasurer, the Hon. T. Waddell, M.L.A., with regard to the continuation of the full strength of the ratecatching staff engaged under the Department of Public Health ; and one deputation upon the Railway Commissioners with reference to the urgency which existed for woodpaving the tramway area in Pitt Street.

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### DEPUTATIONS—SYDNEY CORPORATION (AMENDING) BILL.

In July last the Lord Mayor, accompanied by nearly every member of the City Council and the Town Clerk, waited by appointment upon the State Premier, Sir John See, K.C.M.G., to submit for the second time the draft of a bill to provide not only for the better municipal government of the City but enlarging the powers of the Council. The Lord Mayor briefly summarised the provisions of the Bill, showing the principal amendments proposed. Among the more extended powers required and inserted in the draft Bill are the following :—The right to take over private ways and lanes ; the right to control and condemn the inner walls of buildings ; the right to recover rates from bodies which are now exempt—not churches and chapels and charitable institutions, but buildings which should come under the process of rating and which at present do not contribute anything by way of municipal taxation ; the right to amend certain defects in rating powers ; the right to resume land for municipal purposes ; the right of licensing under certain defined

conditions ; the right to make the rates a charge upon the land and better means to effect the recovery of rates ; the right to prohibit street betting ; the right to regulate overhead wires ; the right to prevent the smoke nuisance in the City—in this respect the State Government being perhaps the greatest offender ; the right to regulate hoardings, signs, and bill posting ; an amendment in the method of electing members of the Water and Sewerage Board under which the term of office on the Board would be conterminous with the term of aldermanic election ; the right to establish libraries and control parks—in this latter connection the Minister for Lands had signified his willingness to hand over to the Council the control of all the parks in the City area, with the exception of the Domain and the Botanic Gardens ; the right to erect Abattoirs and to re-erect new Abattoirs to the approval of the Board of Health if the necessary power were given, the Council being prepared to devote the whole of the surplus from the Homebush Saleyards to this purpose ; the right to deal with the site of the present fruit and vegetable markets, as in consequence of the large improvements in progress in the new railway station it was thought that the present site would be too small, the idea of the Council being to erect new markets in such a position that they would be suitable both for the trade and the public ; power to deal with balances and loans ; power to establish a provident fund, and other minor amendments of the existing law.

The State Premier intimated that he recognised the importance of the many matters which had been brought under his observations. In his opinion there ought to be some drastic change made so as to give more extended powers to the Council of the City of Sydney. Every reasonable man would admit that the conditions under which the City's business was carried on were not satisfactory. Little by little many of the powers that the Council once enjoyed had been taken from it by Acts of Parliament without any compensating advantages to the Council. He quite agreed that in a great City like Sydney sanitation should be in the hands of the Council. Indeed, with most of the propositions in the Bill the Premier stated that he was in agreement, and he would do his best to give them effect, but he did not know whether it would be possible to pass a Bill of the description referred to during the current session of Parliament. On being reminded by the Lord Mayor that the Council had waited very patiently for a bill fairly commensurate with the importance of the City, and that it was the last chance of the Council before the new Parliament, the Premier stated that he would be happy to introduce the Bill, but his experience in municipal reform was that every member of Parliament wanted his own particular Act to suit his own ideas.

The assurance given by the Premier that he would do his best to get legislative realisation for at any rate the larger part of the Council's aspirations unfortunately does not necessarily advance the matter, though the Council had to accept the assurance given. The request referred to by the Council for enlarged powers is a modest request, and the items referred to are reasonable items which are more or less embraced within the measure of local self-government, which other Parliaments, possessing higher and loftier ideals of true municipal government, so freely concede in other and much less favoured parts of the Empire, and even within the Commonwealth.

The old and oft quoted truism, " Hope deferred maketh the heart sick," never had a more appropriate, more effective and striking or pertinent illustration than in the City of Sydney as regards efforts to

obtain extended municipal powers. Again and again have strenuous efforts been made to raise the City from the municipal slough of despond into which it has been plunged through no fault of its own or of its governing body—the City Council—but every effort has proved unavailing. Adelaide, Brisbane, Melbourne, Wellington, Christchurch, Dunedin, Auckland, are all far ahead of Sydney in their municipal functions and municipal powers. Their claims to recognition have been generously conceded, their aspirations for higher municipal life are freely recognised; but Sydney, which ought to be on a higher plane, is left to wallow in the mire of a circumscribed, antiquated and almost obsolete Act.

The meagre pettifogging powers—scarcely one of the higher rank, electricity supply alone excepted—with which the City Council are at present endowed so as to enable the Council to administer the so-called functions of local self-government are a standing disgrace, not to the City itself because the members of that body can only administer the powers entrusted to them by statute, but to the State Parliament, which as the supreme legislative authority has the matter in its own hands. Experience clearly shows that Parliament, to put it mildly, does not care. And until the State Parliament can free itself from the inertia and supineness which characterises its relations as regards the municipal government of what is the fourth maritime port of the Empire, while ranking as a fifth rate Urban District Council in its powers and authorities of municipal government; until the State Parliament realises that Sydney, the boasted mother City of the mother State, the Premier City of the Commonwealth, possesses a claim to be recognised as a City in something more than a hollow name—a City with no mean pretensions, with high municipal aspirations and lofty ideas of local government; until the State Parliament confers upon the elected municipal representatives of the City of Sydney the administration of powers to which the City has a just claim, and which powers are possessed by scores of municipalities in Great Britain of lesser light and leading and with much less claim to such powers, then and only then—the municipal millennium of a dim and distant future—will the City of Sydney cease to be a byword and reproach in the municipal world in its relation to effective municipal government.

That I am compelled to express myself in this strain is a matter of deep regret to myself; but having regard to the circumstances and events of the last two years of local municipal life, and the futile attempts to attain a higher standard of municipal powers, I have—discouraged and disheartened—come very reluctantly and very regretfully to the inevitable conclusion that there is no alternative to indulging in an occasional fit of pessimism. In defining Liberalism and Conservatism the greatest statesman of modern times, the late Mr. William Ewart Gladstone, said the difference was that Liberalism meant trust of the people qualified by prudence, and Conservatism distrust of the people qualified by fear. And this, it must be acknowledged, is a very accurate description; but with regard to the City of Sydney, the prevailing idea in the State Parliament seems to be not to trust the people. To have a giant's strength is a good thing, to know how to use it is a better.     |     |     |

The members of the City Council, whilst they may and undoubtedly occasionally do err, cannot truthfully be charged with exceeding or neglecting their duty; with being too vigilant or over zealous, or too passive; with being too economical or too extravagant. Whatever their failings or their virtues, at any rate, being elected representatives



of the people, they reflect the minds and intentions of the people, and they do an enormous amount of work in a far more efficient manner than other bodies in the State with more exalted pretensions. Where there is a will, there is a way, but the State Parliament must have the will to find the way. And while the City Council and its administrative officers, myself included, must keep pegging away, pessimism notwithstanding, in constant effort to reform abuses, to eradicate defects, to improve municipal administration by every available means in our power, and in season and out of season to expose the deficiencies—the lamentable deficiencies—of the existing powers and authorities under which civic government is conducted, and the narrow area in which municipal administration is cribb'd, cabin'd, and confined. I, at any rate, am quite satisfied that according to present indications any effort to obtain a much-needed extension of municipal powers is a complete waste of time and energy—time and energy which might be more advantageously devoted to other purposes rather than engaged in ploughing furrows in the sand.

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#### DEPUTATIONS—CLEVELAND STREET ASPHALTING.

A deputation from the Works Committee, acting under the instructions of Council, waited upon the Railway Commissioners in March with the object of obtaining the consent of the Commissioners to contribute a portion of the cost of street asphaltting or woodblocking Cleveland Street from Castlereagh Street as far as Dowling Street, the roadway being then macadamised. In support of the request preferred on behalf of the Council it was pointed out that since 1892, when the tramway was constructed, the original convexity of the street had been departed from, a departure which it had been quite impossible to avoid in view of the peculiar exigencies occasioned in connection with tramway construction. Furthermore, consequent upon the introduction of the electric trams, the traffic had become incessant, and the thoroughfare in consequence so dusty, and at times so muddy, as to be almost impassable, there being no chance for the water to run away. The Council fully realised that the only means of remedying a state of things about which frequent complaint had been made was woodblocking or asphaltting as an alternative. The estimated total cost of woodblocking was given as £13,744, and that of asphaltting £16,360. The Redfern Municipal Council had been approached and invited to contribute to the expense, but had been reluctantly compelled to refuse owing to lack of funds. The deputation gave expression to the opinion that the Railway Commissioners, as the greatest users of the street, should at least bear the cost of asphaltting or woodblocking the space occupied by the double tram line, and also a distance of two feet on each side of the rails.

The Chief Commissioner, in reply to the representations made by the deputation, said that the Railway Commissioners agreed that no doubt some system of asphaltting or woodblocking would be a great improvement to the street, but it was not always possible to obtain all the advantages that could be desired. The Chief Commissioner was not prepared to admit, as had been asserted by the deputation, that the tramway made the street dirty and dusty. The trams, it was admitted, possibly stirred up the dust as they passed, but the trams were not responsible for the dust being there or for the mud. It was also to be

remembered that in consequence of the trams the ordinary sort of vehicular traffic in the streets had been considerably reduced. The Railway Commissioners on their part were anxious at all times to work in co-operation with the City Council in all matters coming within joint jurisdiction, but at that particular time they had no money available for the purpose mentioned, and after full consideration they were obliged to state that they did not consider the matter sufficiently urgent to warrant their going to the State Government for a sum of £6,749, which it was reckoned would be the Commissioners' share of the expense of the work, and they had been obliged to drop a number of much more important works consequent upon the financial stress. The Commissioners were, in fact, absolutely helpless, the position being, in a few words, that they had not got the money, and they did not see their way to ask the Government to provide it for them.

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#### DEPUTATIONS—PITT STREET WOODBLOCKING.

In August last year a deputation from the Works Committee of the Council waited upon the Railway Commissioners to prefer the request that the woodpaving of the tramway in Pitt Street between Bathurst Street and Hay Street should be proceeded with. The Lord Mayor explained that the City Council was desirous of woodpaving Pitt Street and had money available from loans for the purpose, but the work would be unsatisfactory unless the area within the tramway rails was also woodblocked. In view of the importance of Pitt Street as one of the main avenues of approach to the new City Railway Station, it was thought very desirable that the work should be done, and the Council, therefore, hoped that the Railway Commissioners would be able to see their way to co-operate with the Council in carrying out the work, and that if it would be of any advantage to the Railway Commissioners the City Council would be prepared to carry out the whole of the work if the Commissioners would undertake to pay their proportion within a reasonable time.

The Railway Commissioners, in reply, stated that they were always desirous of acting with the City Council in carrying out works of public utility, but the difficulty which then existed was that the Commissioners had no funds available for the purpose of the work in question, and that owing to the necessity of carrying on the traffic at the same time the Commissioners could not very well allow the City Council to perform their proportion of the work in the manner suggested by the Lord Mayor, but they asked the Council to accept their statement that as soon as they were able to provide themselves with funds they would be willing to co-operate with the Council in carrying out the work. Beyond giving that assurance the Commissioners could make no definite statement.

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#### DEPUTATIONS—ROCKS RESUMPTION AREA.

Following upon the decision of the Council in June last, a deputation waited upon the Hon. the State Premier, Sir John See, K.C.M.G., to prefer the request that the Council should be invested with the necessary

statutory authority to purchase the Rocks Resumption Area section by section, and remodel it by degrees, repaying to the Government in advance the price the Government has paid for section before entering upon the work of remodelling it ; the first section to be undertaken to be the block bounded by George Street, Grosvenor Street, Harrington Street, and Globe Street, and that Parliament should be requested to confer the necessary powers to sell the land when remodelled outright, or lease up to ninety-nine years.

The deputation was introduced by the Lord Mayor, who stated in support of the views entertained by the Council that it could not see its way to have the whole area vested in it at one time, seeing that in such case it could not stand the financial strain and obligation which it would impose, but it was quite prepared to take over the area section by section in the event of the Government being willing to convey to it at cost price. The members of the Council, in coming to this decision, had expressed the earnest hope that the scheme proposed by the City Improvement Advisory Board would not be carried out, as the Council entertained the opinion that the adoption of this scheme would perpetuate all the worst evils and features at present existing in the area.

The Council first of all had expressed a desire to take over the section from Grosvenor Street to Queen's Wharf. The Council, in coming to its decision, did not expect to make anything on the transaction ; indeed, it was thought that a loss of £30,000 or so might be incurred in the first instance. Furthermore, the Council had given grave consideration to the question of the adoption of the leasehold principle, but in this respect it was recognised that it would be quite impossible for the Council or indeed any one else to deal with the land on the fifty years' lease principle, and their alternative suggestion was to grant a much longer lease of say ninety-nine years, or in some cases to sell outright. The Council was supported in their action by the fact that mortgagees would not lend on the security of a fifty years' tenure.

The Hon. the Premier stated in reply that after considering the matter he could not make up his mind to let the property go piecemeal. It appeared to him that the inference was that the Council would select the parts which suited it, because there was only one option with regard to the remaining parts, and these might depreciate in value. The chances were that the Council would take the best section first, and as there would be some objection to take up the remaining sections afterwards, this arrangement might, as had already been stated, deteriorate the value of what was left.

If it was a good thing for the Council to take a section, it should, the Premier considered, be just as good for the Council to take the whole. Continuing, the Premier stated that he was sorry the Government had ever bothered with the Rocks Resumption at all, as it had given the Minister more trouble than anything else, but it was thought at the time that something better could be done with it than formerly, and probably the Council would be able to improve on the Government. As a matter of fact, to deal with it properly would involve the establishment of a large department for this work exclusively. The Government had so many things to do that it had not had time to give effect to the plans and specifications prepared by the City Improvement Advisory Board. If, however, the City Council could see its way to take over the whole area and pay interest to the Government, the Premier was prepared to promise to bring the matter before Parliament to ascertain if it would be favourable to the proposition, and he would urge favourable consideration to the change.

When it is stated that the revenue of the Council is approximately £250,000 from all sources, and that there are heavy annual commitments in respect of interest and sinking funds on existing loans, it will be plainly apparent that the Council cannot undertake under existing conditions a further annual charge of £44,000 for interest on the capital expended on the Rocks Resumption Area, and that such a course would be impossible and impracticable during the period of remodelling, and utterly beyond the financial means of the Council.

As a public officer I never under any ordinary circumstances enter into the arena of party politics; a municipal officer in this respect should be like Cæsar's wife—above suspicion. But there are extraordinary occasions when from the municipal standpoint alone an incidental reference to what may have been or appear to be a political or semi-political question is imperatively necessary in the interests of the municipality. I have been informed that the transactions which culminated in the resumption of the Rocks Area was at one time regarded as a triumph of statesmanship. Of the political aspect I have nothing to say one way or the other, that is not my province or within my jurisdiction, for comment even in the privileged capacity of a responsible municipal officer, but it appears to me that the important area should be wholly free from political influence or interference in any way whatever. The intimation by the State Premier conveying regret that the Government had ever bothered itself with the Rocks Resumption at all, as it had given Minister more trouble than anything else, came as a revelation, whilst the equally candid and equally honest admission, which was what one naturally expected from Sir John See, that it had so many things to do that it had not had time to give effect to the plans and specifications prepared by the City Improvement Advisory Board, was also a revelation. The existing condition of the Rocks Area cannot surely be permitted to continue much longer, seeing that it is a menace to the City, and should no definite action of a very drastic character be taken before the end of the present year, it may be advisable and necessary to make the public fully acquainted with the glaringly insanitary condition of the Rocks Resumption Area, exposing every defect, and this will most assuredly be done in the most impartial manner, "without fear, favour, or affection."

With regard to the suggestion of the Premier, that in order to obtain control of the Rocks Area the City Council should become responsible for interest and not the capital, the answer to this is obvious: the Council is not in possession of the funds necessary for the purchase of the whole area at one time from the Government. If the Council could see its way to financing the scheme on the lines indicated by the Premier, it would assuredly be done unhesitatingly, as the transaction thus suggested appears to be advisable and commendable both commercially and in relation to the important civic interests that are inseparably involved in the improvement of the area. But the Council cannot execute an impossibility—it cannot make bricks without straw. The very best the Council can do was clearly, definitely, cogently, and conclusively placed before the Premier by the Lord Mayor, and that best is that the Council was and is prepared to take over the area section by section as funds permit, to satisfactorily remodel each section before it assumes control of the next, and so to gradually and systematically introduce order into an important part of the City, which according to present indications has been for obvious reasons somewhat neglected.



From the observations made by the Premier in reply to the deputation it appeared that he considered the method suggested by the Council open to objection, as it might eventually mean the selection of the best blocks by the Council, leaving the others to be a burden and incubus upon the State in perpetuity : but, as was pointed out at the time, this objection is scarcely justified by the facts of the case as presented to the Premier. The Council was and is quite prepared to take over the whole area and remodel it section by section, and there has never been any suggestion direct or indirect that there was any intention, even the most remote, of omitting any particular section. Had such been the case it would have been dishonourable and dishonest. But in any case this ambiguity, which really did not exist, could have been easily overcome by the insertion of the necessary conditions as part of the proposed statutory powers applied for by the Council. It is greatly to be regretted that the proposal made by the Lord Mayor was not accepted, for as things are at present the Rocks Resumption Area is a byword denoting nothing but contempt.

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### DEPUTATIONS—MUNICIPAL BAND.

A deputation introduced by Alderman J. D. Fitzgerald, representing the Amalgamated Musicians' Association of Australia, waited upon the Lord Mayor in January, 1903, to recommend the maintenance by the City Council of a Municipal Band.

The deputation expressed the opinion that Sydney ought to be in a position to support a City band, and recommended either the formation of a fine military organisation for outdoor purposes or a good orchestra for indoor playing. It was a subject of great importance, and if such an organisation were formed the deputation considered it should be composed of professional musicians only. It was believed that the public would greatly appreciate such a band as was suggested to give performances in the parks during the summer, whilst in winter it would give indoor performances.

The proposal was to retain a band of, say, twenty performers to give six or seven performances per week as the Council might direct, the minimum rate of pay to be £3 per week for each of the bandsmen and £6 for the conductor. The estimated annual expenditure would be about £3,436, but if the Council saw its way clear to give a two years' engagement the members of the band would provide their own uniforms. The deputation considered that they had material in Sydney for the formation of a military band equal to any in the world, also that such a band as that proposed would be a distinct educational factor in music.

The Lord Mayor expressed pleasure at meeting the deputation to discuss such a subject. In the first place, however, he might tell them that he did not think the present Council could see its way to meet the views of the deputation—to spend about £3,500 a year on a band. He was entirely with them as regarded the desirability of providing music for the City, and thought that something must be done in that direction. The Council represented the modern view that Councils did not exist solely for the cleansing of streets, etc., but had charge of the health and also to some extent of the amusements of the City. In the absence of the control of the parks, the Council could not do as it wished. It was notorious that Sydney, while possessing a population of half a million people, had parks

that were absolutely unsafe for foot passengers after an early hour in the evening. If the Council could get the control of the parks it was prepared to take them over, to administer them properly, to light them, and to enable the people to spend a rational evening there. Here they had a climate peculiarly fitted for outdoor band music, and a large area of park for a City of its size, yet there was no provision for the people using them in a rational way. In towns the Lord Mayor knew in England regular provision was made to give the people music on summer evenings. He considered that the rights of the people to Cook and Phillip Parks were subordinate to the grazing of cattle for the sake of a few pounds of revenue. He did not think the Council could do much in the way of outdoor public performances for the people so long as it had only Prince Alfred Park and Wynyard Park under the control of the Council. Moore Park was too far out. He would certainly endeavour to provide music in the two first named parks during the summer months. A beginning must be made somewhere. Till the Council got control of Hyde Park he did not think it would be prepared to vote any large sum for such a band as that suggested, but if the Association established a band the Council might give a subsidy, and he would be prepared to recommend such a course. After getting control of the parks of the City, the Council might then take upon itself the control of the band, but that the Council should establish a band costing £3,500 a year was not at all likely at the present time.

The Lord Mayor promised to place the views of the deputation before the proper committee, and ask it to report to the Council.

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#### DEPUTATIONS—SAND BINS.

A deputation representing the Cabmen's Union, introduced by Alderman Richards, waited upon the Lord Mayor in the early part of the year with regard to the provision of a larger quantity of suitable bins to be placed in easily accessible positions so as to facilitate the rapid distribution of sand in cases of emergency. The deputation, in support of their claim, stated that the number of dust bins erected was quite inadequate, and the slippery streets were a constant source of danger to man and beast, and they were desirous that bins should be erected so that block-sweepers could have immediate access to sand, and where cabmen themselves and others could obtain sand for scattering on the streets to afford more secure foothold to horses when urgency required it.

The Lord Mayor promised to give consideration to the views of the deputation, and to bring the matter referred to under the notice of the Works Committee at an early date.

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#### DEPUTATIONS—NEW BELMORE MARKETS.

A deputation introduced by Alderman A. McElhone, representing about three hundred stallholders and market gardeners engaged in business at the old Belmore Markets, being that portion familiarly known as "Paddy's Markets," waited upon the Lord Mayor in February last year, the object being to submit their views with regard to the proposed re-erection of the premises.

The gentlemen comprising the deputation stated that they understood that the City Council proposed to do away with the horse stands and storage room, which from their standpoint meant that it would be imperative for them to unload their carts and remove them, whilst many of the stalls would be almost inaccessible to the carts. It was therefore contended that such a condition of things would make the market practically useless to market gardeners. Another disability to which attention was directed would be the necessity of the return of the vehicles to take away the empty bags, etc. There were hundreds of carts attending the markets, and with the removal of the one road and of the "horse docks," which the deputation understood was proposed, they considered inextricable confusion would inevitably follow, seeing that it would not be possible for all the carts to enter. The desire of the deputation was that when the markets were rebuilt accommodation should be provided equal to that now available in the present buildings.

The deputation agreed in expressing the opinion that the markets were already too small for the constantly increasing trade, and after the proposed rebuilding they would be still smaller. It was suggested by the deputation that it would be a good thing if the Council should obtain another and larger site at Darling Harbour, for instance, where a larger space for market purposes would be available. Under the proposed conditions the stallholders and market gardeners would be required to put 500 loads into a space that now contained 290, whereas they did not want to unload unless it was necessary. If, however, it was the intention of the Council to box up the markets so that stallholders and market gardeners could not get their horses and carts in, they would have to go elsewhere to get the necessary accommodation.

The Lord Mayor, in reply to the expression of opinion by the deputation, stated that the deputation appeared to forget that the work in which the Council would be engaged under the scheme suggested would be to widen the streets round the markets and thus make room for the carts. With regard to the suitability of the site, he had been advised by the responsible officer having control of the markets, the Superintendent of Corporation Assets, that if the proposed horseway were done away with the Council would be in a position to give the stallholders and market gardeners more than double the number of stalls in occupation at the time—approximately 600 instead of 280. The Lord Mayor considered that the deputation had not advanced any argument which seemed to him overwhelmingly to show that it would be impossible to carry on business without backing all the carts into the building. It was scarcely necessary to remind the deputation of the very strong sanitary objection to allowing carts and horses to remain standing round for any period while fruit and vegetables were exposed for sale and being sold. It would, indeed, be highly objectionable to have the markets filled with such delicate articles of consumption as fruit and vegetables, with practically a stable all round. The financial success of the market depended, it was true, upon the fees received from the agents attending and using it, and that was the reason why he was glad to hear their views expressed; but he assured them that the Council would, if the proposed scheme were adopted, be able to give them much better accommodation by re-arranging the space inside. When the time arrived that business crowded the present stallholders and market gardeners out of the markets, the premises might continue to be used as a fruit market, and the Council would then be under the necessity of providing adequate accommodation elsewhere. If the site could be sold and another obtained, such a scheme

would receive his hearty approval, but the Council held the land under a grant for a specific purpose, and without the authority of an Act of Parliament the Council was not in a position to adopt this course. The matter had been discussed whether increased accommodation could not be provided by a top floor, but the desire was to obtain as much space as possible on the ground floor.

The Lord Mayor promised to place the views as expressed by the deputation before the Works Committee of the Council, and that body would no doubt give the matter fullest consideration.

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### DEPUTATIONS—HORSE TROUGHS.

Early last year a deputation representing the Tip Carters' Union, introduced by Alderman Richards, waited upon the Lord Mayor with reference to the alleged unsuitability of the horse troughs in the City. The deputation urged that the round drinking holes provided were highly objectionable owing to the restricted water surface, and that there was an insufficiency in the water supply, and that the cause of complaint could be easily removed by providing open troughs with a constant stream trickling through.

The Lord Mayor promised to give consideration to the views of the deputation, and to bring the matter referred to under the notice of the Health Committee.

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### DEPUTATIONS—LOW LEVEL SEWERAGE.

In March last year, having regard to the possibility of a recurrence of plague, the Works Committee of the Council decided to approach the Minister for Public Works, the Hon. E. W. O'Sullivan, M.L.A., with regard to the Low Level Sewerage System so as to prevent the pollution of the harbour. A deputation was accordingly appointed to wait upon the Minister, and this deputation, through the Lord Mayor, preferred the request that the low level sewerage system should be completed as speedily as possible so that the old brick sewers throughout the City could be used for stormwater purposes only. In support of their request it was urged on behalf of the deputation that these old sewers were found to be breeding and refuge places for rats, and therefore constituted a danger to the health of the community.

The Minister for Public Works, in reply, quoted from a report presented by the Under Secretary for Public Works showing that the twenty low level pumping stations provided for were in a more or less advanced stage of completion. Nine of these, according to the report, were finished and running, and simply required to be connected with the high level sewers. One, it was stated, would be finished in a month from that time, and an additional seven would be ready for work in from three to six months, while the remainder would be completed in nine months. The delay in connection with the last-mentioned stations was due, it was alleged, to the uncertainty that existed in regard to the remodelling of the Rocks Resumption Area. The Minister concluded the interview by



stating that he would arrange to see the President of the Water and Sewerage Board on the following day and endeavour to make arrangements to have the completed pumping stations connected at once.

From a report which afterwards appeared in the press it appears that the report of the Engineer-in-Chief of the Water and Sewerage Board recommending that it would be advisable to afford the public the benefit of the new system, which would assist in testing the efficiency or otherwise of the pumping plant, was adopted by the Board on the day following the deputation from the Works Committee to the Minister for Public Works, but the consideration of the question gave rise to an animated discussion, during which the administration of the constructing authority—the Public Works Department—was severely criticised by several members of the Board.

It appeared that some time previously the Works Department officers had intimated to the Water and Sewerage Board that several sections of the low level sewerage scheme had been completed and had been transferred to the control of the Board. In reply to this, the Board had intimated that the sewers referred to could not be made use of or revenue producing until the pumping stations for each section had been completed and transferred to the Board.

The Under Secretary for Public Works, in answer, submitted the following reply, which was duly considered by the Board:—"There is no reason why the sewers to the pumping stations should not be utilised, as in many instances the stations are in working order, but it is impossible to make any tests or to run the pumping machinery until there are some connections made to the sewers. Unless the Board are prepared to meet the department in this matter it will not be possible to ever hand the pumping stations over. In regard to the handing over of the stations themselves, I would point out that each of these stations forms part of a large scheme, of which it would be inadvisable to transfer any portion until the whole system is completed, and which, it is anticipated, will not be for another nine months. In the meantime it might be noted that the following stations are running, and the Board can have all connections made and obtain all the revenue possible therefrom: Nos. 1, 2, 3, 4, 5, 6, 12, 13 and 17."

The Board's Engineer commented on this communication as follows:—"As the Public Works Department have stated that the stations referred to are available for sewage pumping, the short connections will be made at once. Stations 1, 2, 12, 13 and 17 are in connection with the old City systems, and no new revenue will be derived. Stations 3, 4, 5 and 6 are connected with the new systems."

In the discussion which followed it was stated that an attempt had been made to hold the Board responsible for the delay that had arisen in connection with the low level sewerage scheme, whereas the whole responsibility devolved upon the Public Works Department; the Board had repeatedly expressed its readiness to take over the new sewers conditionally upon the works being satisfactory; that the Board had not been notified that pumping stations were sufficiently advanced to commence operations, and a recent decision of the Board with regard to taking over sewers that were useless without the pumping stations was a natural one, whilst the Works Department had just stated that they were waiting for sewage in order to test the pumps; that the contention of the Works Department was a mere subterfuge, as it was a matter of current

knowledge in official circles that the plant was not equal to the work required, and much time had been devoted to tinkering with the pumps, which were of hybrid design and unsuitable for sewerage purposes.

In the end the recommendation of the Engineer was adopted, and further developments will be awaited with interest.

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#### DEPUTATIONS—RATCATCHING STAFF.

Consequent upon information conveyed to the Council to the effect that the Board of Health had reduced the ratcatching staff under the control and direction of the Public Health Department, a deputation was appointed in March last year to wait upon the Hon. T. Waddell, M.L.A., State Treasurer, to urge that the staff should be augmented so as to ensure the destruction of rats being vigorously carried out in the resumed area and other parts of the City that are under the control of the City Council. In support of the Council's views it was explained by the Lord Mayor that while the City Council exercised the utmost vigilance in keeping the City clean and free from rats, there was a danger that the efforts of the Council in this direction might be set at nought by reason of the Council having no control over the Rocks Resumption Area and the Harbour frontages under the jurisdiction of the Harbour Trust. At that time plague existed in Queensland and in Western Australia, and the Council felt that it was a duty incumbent upon them to spare no effort to keep out the rats. The Board of Health, it was true, did employ a certain number of ratcatchers, but the Lord Mayor believed that these ratcatchers were only engaged in catching rats for examination by the Health experts. The Council felt very strongly that the number of ratcatchers employed on the foreshores—where plague was sure to arise—was not sufficient to meet the conditions. The Council, therefore, unhesitatingly asked that the Government should assist the Council in keeping the City and the foreshores free from plague by increasing the number of competent ratcatchers. Whilst it was acknowledged that the City Council was looked to to guard the health of the City, it had no control over certain positions where the threatened danger was greatest, and whilst it might be the business of the Board of Health to examine rats to see if any infection existed, the Lord Mayor entertained the view that it was not the business of the Board of Health to catch rats. In reply to the Hon. the State Treasurer, the Lord Mayor explained what the City Council had been doing so as to ensure the co-operation and assistance of the citizens generally in improving the condition of the City as regards cleanliness and sanitation. Over 22,600 houses had been thoroughly inspected from roof to basement, and where rats were found in basements and cellars the owners had been compelled, under the provisions contained in the By-laws, to concrete the floors and make them rat-proof, and no less than five thousand summonses had been issued during the preceding year under the ordinary statutory provisions for the promotion of public health and the By-laws made thereunder. Furthermore, the Lord Mayor believed he was well within the mark in saying that as a consequence of the thorough and complete system of inspection carried out by the City Council, over £100,000 had been spent—some portion compulsorily, but the larger part voluntarily—by house owners and property owners generally during the preceding two years in improving the condition of their properties.

During the course of the proceedings the Hon. the Treasurer intimated to the deputation that he had received a memorandum from Dr. Ashburton Thompson, President of the Board of Health, in relation to the subject. From this memorandum it appeared that down to 26th December, 1902, the Board's staff of ratcatchers had been kept constantly at work. The staff was used not for the actual destruction of rats, but for the collection of rats from places to which they were directed, so that the Board might have information as to the state of rats as regards disease from different localities. No plague rat having been discovered at any part of the City or adjacent suburbs since 13th July, 1902, it had been concluded that the threatened area was entirely free from plague rats, and the staff referred to was thereupon reduced to four. But if there were any signs indicating a recurrence of plague, it was the opinion of the Board that plague could only occur by the importation of plague rats, and such if landed must first infest the wharfs. The four ratcatchers referred to, therefore, had been directed to turn their attention exclusively to the wharfs, and they had visited those consecutively, and every rat caught had been examined in the laboratory. It appeared, however, after a month's experience, that four men were not sufficient for the work. The Board, therefore, added two more, still adhering to the policy of confining them entirely to the line of wharfs. The Board reported to the State Treasurer that it was strongly of opinion that all that should be done by the Board or by the Government in this direction was fully provided for by the arrangements just described. Again, the Board was of the opinion that the duty of destroying rats, as distinguished altogether from the arrangements named, and which had been furnished for purposes of information, was a duty which devolved on persons in possession of infected properties. The Board had recommended on more than one occasion when it had been asked whether the fumigation of sewers should cease that it should be pointed out to the Metropolitan Board of Water Supply and Sewerage that it is a part of its duty to keep its property free from rats, and has declined to say that fumigation should or should not cease. Also by a resolution, which had been but recently communicated to the Treasury, the Board desired that the Harbour Trust Commissioners should be addressed, and desired to take effective measures to keep the Harbour foreshores, which are under their sole jurisdiction, free from rats. The local authority for the City of Sydney had during the whole of the preceding year acted upon this view, and had maintained a staff of not less than six ratcatchers, who had been employed by the Council for killing rats in various parts of the City. These rats, Dr. Ashburton Thompson stated, in accordance with an arrangement made by the Department of Public Health, in which the City Council had concurred, were all delivered at the laboratory and examined by expert officers as to their state of health. Lastly, the President of the Board of Health stated that if it should be considered that the killing of rats is a useful measure towards preventing the recurrence of plague, then the Board considered that this should be carried out by the local authorities of the districts most affected, as, as regards the most exposed to danger—the City of Sydney, it actually was being carried out. The Board, however, was not of opinion that it was the duty of the Government to undertake the work. The Board considered that the business of the Department of Public Health was to gather information and to advise local authorities how they might direct their efforts most effectively and most economically.



On consideration of this memorandum and the representations made by the deputation, the Hon. the Treasurer stated that he would take the opportunity of conferring that day with the Hon. the State Premier, Sir John See, K.C.M.G., upon the matter, as the Premier was the head of the department under which the Board of Health worked. He would impress upon the Premier the necessity of getting the Harbour Trust if possible to undertake the duty of killing rats. With regard to the "Rocks" area, he would endeavour to arrange with the Hon. the Minister for Public Works, the Hon. E. W. O'Sullivan, M.L.A., to put the matter into the hands of Captain Jackson, who collected the rents, or of an officer of the Public Works Department.

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### DEPUTATIONS—RECEPTION OF VISITORS.

In April last a deputation consisting of a number of gentlemen representing the musical world of Sydney, introduced by Alderman J. D. Fitzgerald, waited upon the Lord Mayor to prefer a request that he would publicly receive a certain distinguished musician on his visit to Sydney. It was urged in support of the views entertained by the deputation that the gentleman referred to occupied a very high position in the musical world, more especially on account of his connection with Australia and with Sydney in particular, and the deputation therefore made the request that he should be received as a distinguished visitor, he having made his first success in the City.

The Lord Mayor, in reply, expressed his regret that the deputation should have been asked to call upon him, as he had intimated privately that he did not see his way to accede to the request, which request opened up the whole question of Mayoral receptions. The practice that had been followed in the past he did not intend to pursue. During the previous year, when he took office for the first time, he admitted he had perhaps gone beyond what was prudent in receiving very large numbers of gentlemen who came to Sydney representing various walks of life, including musicians, inter-State visitors, sportsmen and athletes. He had found by experience, to his great regret, that a reception by the Mayor was by many people regarded as nothing more than an advertisement, and in consequence he found himself in a very invidious position, because having received one person who possessed some claim to recognition he was asked to receive others who had less. At last, after consideration, he found that a serious mistake had been made in this respect, and he had recognised the fact before he gave the last reception during the preceding year. With regard to Mayoral hospitality generally, he had never been a great believer in the ornamental side of the office he held, still he had dispensed hospitality to the citizens and to distinguished visitors to the best of his judgment. He had decided that for the current year he could not devote the same amount of time to the reception of professional gentlemen, however distinguished they might be, as he had done in the past, and any mistake made in the past could not be used as an instrument to influence him in departing from his determination. In making this intimation the Lord Mayor stated that he had no wish to depreciate the gentleman in respect of whom the application was made and who was no doubt an eminent artist, but if he were to depart from the rule he had laid down for himself in that case he should be placing



himself in the unpleasant position in which he found himself last year, and would have to discriminate between one artist and another. Generally speaking, the decision of the Lord Mayor was received with satisfaction by the public.

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#### [DEPUTATIONS—DOWLING STREET] EXTENSION.

A deputation representing the Unemployed Citizens' Committee, introduced by Alderman Fitzgerald, waited upon the Lord Mayor in May last year for the purpose of having certain matters connected with proposed relief works explained.

The deputation represented that a grievance existed in relation to the proposed improvements at the Waterloo end of Dowling Street. The Minister of Works had recently stated that the work was to be gone on with immediately at an expenditure of £20,000, of which the Government would contribute £10,000 and the City Council a similar amount, with the result that thousands of workmen had registered themselves, whilst others had been sent to the Town Hall in search of employment on these works. The object of bringing the matter before the notice of the Lord Mayor was that the officers of the Council might not be harassed nor the men sent on a fruitless errand, as it was considered to be a monstrous shame for men to be led into believing that there was plenty of employment for them when, as a matter of fact, such was far from being the case.

The Lord Mayor, in reply, stated the conditions under which the extension and formation of Dowling Street was to be carried out. The Council employed a very large staff at that time, a staff quite sufficient for the execution of all ordinary improvements which the Council felt called upon to carry out from time to time, and no attempt would be made to court cheap popularity by executing any work which would not be of permanent use to the City. In the case under notice the Lord Mayor stated it was absolute foolishness to suppose that work would be found for hundreds or thousands, and it was even more cruel to send men to the Town Hall with assurances that there was plenty of work available. The Council was quite willing to fulfil its portion of the agreement made with regard to Dowling Street on condition that the Government did likewise. When the Minister for Works made the statement that the work would cost £20,000 he was evidently under some misapprehension, as the estimate of the Government was only £2,000, while that of the City Council was £3,000. The City Surveyor estimated the work would require the services of only seventy-five men and twenty-five carters, and not five hundred men as had been stated. When the Government indemnity for the proper amount was received the work would be put in hand, and with this assurance the deputation retired.

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#### DEPUTATIONS—MARKET STREET AND ELIZABETH STREET WIDENING.

At a meeting of the Works Committee of the Council held in May, 1903, a representation was made that the Lord Mayor was desirous that action should be taken with a view to widening and improving Elizabeth

Street between St. James' Road and Market Street, the opportunity being exceedingly favourable for improving the sharp turn at the corner of Market Street and Elizabeth Street. Acting on this representation a deputation was appointed to wait upon the Hon. E. W. O'Sullivan, M.L.A., Minister for Works.

The deputation was introduced by the Lord Mayor, who impressed upon the Minister the urgency and necessity which existed for carrying out the improvements at a time when the buildings adjacent were in process of demolition. The Lord Mayor asked that the land necessary for the improvement should be dedicated to the public free of cost, and in the event of the Minister being able to accede to such request the Council would be prepared to make all necessary alterations in kerb line, flagging, channelling, etc., removal of telegraph posts and lines, etc.

The Minister for Works, in reply, stated that he sympathised with the object of the deputation, as at the corner in question the traffic was greatly congested. He, however, at that stage could not see his way to give the land as requested for the purpose of carrying out a very desirable public improvement, but would in the first instance communicate with the Crown Solicitor and obtain his opinion, by which he must, of course, be guided, as to whether the Minister possessed the necessary power under the statute to comply with the request of the deputation, and on receipt of such opinion he would at once communicate with the Council and inform them of his decision.

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#### DEPUTATIONS—STONE BREAKING OPERATIONS.

Introduced by Alderman Evan Jones, a largely attended deputation from the unemployed in May last waited upon the Lord Mayor with a request that certain negotiations entered into by the Council for a supply of blue metal for macadamising purposes might be so varied as to allow of half the required quantity being broken by hand in order that work might be provided for a section of them. The deputation, it was stated, represented men who were willing to take any class of work that might be given to them. It was therefore suggested that of the 20,000 tons of metal which the City Council had decided to purchase, half should be machine broken and the remaining half supplied in spawls to be broken by hand. In support of this view it was contended that the advantages of hand-broken metal over machine broken were plainly apparent, for while the former was usually cleanly broken, that which passed through the machine became shattered and crumbled into dust shortly after it was placed on the roads. A new arrangement on the lines suggested would, it was urged, admit of the smaller quarries being utilised, seeing that good stone could be found at Belmore, Rookwood, and Guildford. On the grounds mentioned, and particularly with the object of affording a means of work to a large section of the unemployed, the Lord Mayor was asked to submit a recommendation to the Council that a former decision on the same matter should be rescinded.

The Lord Mayor, in reply, stated that he recognised the unenviable position of the labouring classes. His duty, however, was to see that the citizens' interests were conserved rather than those of a section only. He could not advocate the initiation of relief works, but what the Council might do was another matter, and with them the responsibility rested.

Neither could he recommend the Council to finance any scheme which might prove a drain upon its resources. Successive Governments had filched from the City Council one after another little areas which took with them the revenue which rightly belonged to the Council. Apart from any merits other cases might have, it devolved upon him as a matter of duty to see that the estimates for the year were not in any way exceeded. In order to get at the merits of the question on the lines suggested by the deputation, he had requested the City Surveyor to submit a report, and on perusing that report he had discovered that to have the metal hand broken would mean an extra cost of £4.500 to the City Council, or, in other words, 9000 tons less metal than now found its way to the City streets would be placed there. From these figures the Lord Mayor did not think the Council was likely to entertain the proposal. In other avenues of employment there were already rules governing appointments which could not be varied, but he would take an opportunity of placing all the necessary data before the Council, whom he had no doubt would give it the consideration it deserved.

The proposal was subsequently submitted to the Council, but was rejected.

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#### DEPUTATIONS—FLOODING REDFERN STREETS.

In June last year a deputation from the Redfern Council introduced by Alderman Richards waited upon the Lord Mayor with reference to the flooding of certain streets in the Municipal Borough of Redfern, alleged to have been caused by City flood waters flooding Redfern. From the remarks made by the deputation it appeared that the Redfern Council was quite prepared to disclaim all liability in the matter, and that the remedy rested entirely with the City Council. It was, however, elicited after some little investigation that the Redfern Council had recognised the propriety of approaching the Water and Sewerage Board on the subject, and this had accordingly been done with the assistance of the suburban representative members, Alderman Griffin and Alderman Henley.

As a result, the Water and Sewerage Board had deputed two officers to make an inspection, and a report had been promised, but not yet received. The Water and Sewerage Board, it was stated, had intimated that they had not enough money, and as the construction of a storm-water sewer was an urgent necessity, the Redfern Council thought that the City Council might bring pressure to bear upon the Water and Sewerage Board with a view to getting the work carried out. It was, however, distinctly stated that the Redfern Council were not prepared to assist by making any monetary contribution towards the cost of the scheme, and this being so, I fail to see where any obligation devolves upon the City to provide any portion of the money. Redfern will undoubtedly derive the greatest benefit from the construction of a flood-water sewer along the north side of Cleveland Street, and in the event of the Water and Sewerage Board not being in a position to provide the requisite funds, and as Redfern desires the construction of such sewer to protect Redfern property, Redfern should certainly be required to contribute towards the cost.

The Lord Mayor informed the deputation that the question was a highly technical one, and one upon which he was not at that stage prepared to express an opinion. He promised, however, to submit the matter to the Works Committee, with the suggestion that they should visit the neighbourhood.

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### DEPUTATIONS—FRUIT GROWERS.

A deputation representing the growers and sellers of fruit on the Strathfield-Hornsby line, introduced by Alderman Lindsay-Thompson, waited upon the Lord Mayor in June last year to prefer the request that the proposal to build new markets on the site occupied by the Belmore Markets should be abandoned, and a site more convenient and adjacent to the railway substituted. It was urged in support of the view entertained by the deputation that the Belmore Markets were not only unsuitable and inadequate as regards accommodation, but that the position was also objectionable. It would, in their opinion, be much more advantageous and convenient if a site for vegetable and fruit markets could be resumed adjoining the Railway Station at the head of Darling Harbour, near Inglis' Saleyards. It would be of great benefit to growers, and would also obviate the necessity of haulage between the Railway and the Markets, and if the site at present occupied by the Belmore Markets was disposed of, new buildings more suitable to the business needs of those more particularly concerned could be erected. Furthermore, in view of the enormous amount expended and to be expended on the Railway Station, the entrance to the City should be made as attractive as possible, and to this end the removal of Belmore Markets would be a forward movement and a step in the right direction in the improvement of the City. Another point on which considerable emphasis was laid was the congested state of the traffic on market days. As an eligible point of advocacy, it was stated that as about nine-tenths of the fruit was conveyed to the City by rail it was necessary in the interests of the growers that the markets should be directly connected with the railway. It was also urged as being highly desirable that there should only be one fruit market instead of two as at present. With reference to a suggested site in substitution for Belmore Markets, it appeared to be the general view that Inglis' Saleyards, together with land adjoining at Ultimo, two blocks with a good frontage to Quay Street, would be the most acceptable site, and that in addition to a fruit market, provision should be made for a game and poultry market.

The Lord Mayor, in reply to the representations submitted by and on behalf of the deputation, stated that he was willing to meet the deputation as far as he could without doing anything that would cause loss to the ratepayers of the City. The matter of erecting new markets on the Belmore site had been a good deal discussed by the Council without anything definite being arrived at. The land, however, had been granted solely for the erection of markets, and if the Council used it for any other purpose, unless enabled by an Act of Parliament, which would require to be passed for the purpose, the Government might step in and claim a valuable asset from the Council. It was probable from the trend of debate in the City Council that the Government would be asked to introduce a Bill into Parliament to enable the Council to use the site for other purposes, and if that was done, markets would be erected elsewhere, and if markets were erected on a different site, arrangements would no doubt be made for a railway into them. He himself was in



favour of establishing central markets, not only for the sale of fruit, but for meat and also poultry, game, etc., furnished with chilling chambers and up-to-date conveniences. If the Council obtained the right to establish abattoirs, a meat market would certainly be established, and the fruit market should then be established with the meat market. Whilst the Lord Mayor could not make any definite promise as regards the request of the deputation, he intimated that he fully appreciated the importance of the representations which had been made, and which, he assured the deputation, would receive every consideration at the hands of the Council when the proper time arrived.

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#### DEPUTATIONS—SANDING STREETS No. 1.

A deputation of representatives of the Cabmen's Union, the Vanmen's Union, and the Trolly and Draymen's Union, accompanied by the Secretary of the Animals' Protection Society of New South Wales, introduced by Alderman A. Kelly, M.L.A., waited upon the Lord Mayor in June last to point out that owing to the improvements which had been carried out in the watering of the City streets and the absence of sufficient sand there had been a recurrence during the previous fortnight of the old trouble of horses slipping. The deputation complained that the use of salt water on the streets made the blocks more slippery, and that during winter the streets did not dry, so that the horses were hardly able to keep their feet. They therefore asked the Lord Mayor to issue instructions that a more liberal supply of sand should be put on the roadways to prevent animals slipping.

The Lord Mayor, in replying, explained that the difficulty referred to had been brought about owing to the dust nuisance, particularly in George Street and Pitt Street, which had recently been intolerable, but with the new type of water cart the officers of the Council had been enabled to abate the nuisance caused by the excessive dust. The officers were, however, in a position of difficulty as between the deputation and the shopkeepers. On the one hand the deputation objected to a liberal watering of streets, but shopkeepers and citizens generally desired it and commended the Council for its action. However, he recognised the difficulties experienced by drivers, and he would refer the matter to the proper committee with the object of seeing whether an arrangement could not be come to for a better supply of sand all over the City. But whilst trying to meet the wishes of the deputation the Council had a duty to perform in abating the dust nuisance, and no definite promise could be given to the deputation that their request would be acceded to.

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#### DEPUTATIONS—SANDING STREETS No. 2.

A second deputation representing the Tip Carters' Union, introduced by Alderman Richards, waited upon the Lord Mayor in June last, and asked that the sanding of the streets after rain and also after watering should be more general. The members of the deputation claimed that while the blocks were wet the horses were liable to slip upon them, and that work was carried on at considerable risk. The Lord Mayor, in reply, stated that the streets were invariably sanded after a shower of rain, but he could not see his way to give instructions to sand the streets after the ordinary street watering. A section of the citizens found that

the dust nuisance was a serious one, and entailed considerable loss upon them, and their welfare had to be considered as well as that of the carters.

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#### DEPUTATIONS—WATER TROUGHS.

A deputation of representatives of the Vanmen's Union, the Trolly and Draymen's Union, and the Cabmen's Union, accompanied by the Secretary of the Animals' Protection Society of New South Wales, introduced by Alderman Kelly, M.L.A., waited upon the Lord Mayor in June last to ask for a better system of water troughs for both dogs and horses, and the Secretary of the Animals' Protection Society intimated that the Society would give a suitable trough to the Council to be erected in a good place, having water at the top for the horses and water underneath for the dogs.

The Lord Mayor thanked the Secretary for the gift made by the Animals' Protection Society, and intimated that he would refer the matter of providing an improved system of water troughs to the Health Committee, by whom the request preferred by the deputation would be carefully considered with a view to meeting their wishes.

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#### DEPUTATIONS—THE SYDNEY UNEMPLOYED.

A deputation representing the Sydney Unemployed interviewed the Lord Mayor in April last with reference to the formation of an "Unemployed Relief Fund." The members of the deputation stated that they had on the previous day interviewed His Excellency the Governor-General, Lord Tennyson, who had given them a sympathetic hearing, and had stated that if, as had been suggested, the Lord Mayor undertook to initiate an unemployed relief fund, he (the Governor-General) would be pleased to head the subscription list with a donation. The deputation contended that there was a great amount of distress in Sydney, and that relief was as badly needed in Sydney as it was by the drought-stricken settlers of the far West, and they therefore asked that a relief fund should be commenced.

The Lord Mayor, in reply, said the question of the establishment of an unemployed relief fund was a matter not altogether free from difficulty, as no one desired, and he hoped least of all the men themselves, that able-bodied working men should be converted into mere idle recipients of charitable relief. At the same time he knew it was customary to render assistance to those in distress, and he thought it would be possible with the aid of organisations already in existence—for example, the Executive Committee of the Drought Relief Fund—to open another fund, which name, he suggested, might be called the "City Winter Help Fund." He wished, however, to make it clear beyond all possibility of a mistake that if the Drought Relief Committee agreed to receive any donations that might be sent by the charitable public for distribution by means of such existing agencies as the Charity Organisation Society, the St. Vincent de Paul Society, and other similar bodies, not one penny of the money already subscribed to the Distressed Settlers' Relief Fund would be diverted from that object to the relief of City distress. He did not think it would be practicable for an independent relief fund to be instituted at the present time, but suggested that if a fund were created it should be distributed through existing charitable agencies, which had at their disposal means for the detection of imposition, so that the public would be satisfied that the money would be well spent.

The suggested fund would, of course, only be available for those who were in distress through no fault of their own, and he impressed upon the deputation the necessity of keeping contentious political questions apart from the movement for charitable relief. The Lord Mayor promised to consult the Executive Committee of the Drought Relief Fund on the subject in order that steps might be taken to best carry out the views expressed by the Governor-General.

The Lord Mayor subsequently had an interview with His Excellency the Governor-General at Government House on the matter, and on the following day the question was brought under the notice of the Executive Committee of the Drought Relief Fund, when it was decided that it would be very inadvisable for that Committee to undertake the formation and distribution of a fund of the nature proposed, as the Committee's hands were very full, and the general opinion of the Committee appeared to be that it was the duty of the various municipalities throughout the City and suburbs to organise and relieve the distress in their respective localities.

The deputation previously referred to also had an interview with the Hon. the State Premier, the Hon. Sir John See, K.C.M.G., from the published report of which it appeared that the Premier had decided to appoint a committee of five Government officials, namely, Mr. Schey, of the Labour Bureau; Mr. Green, of the Charities Department; Mr. Hibble, of the Ministerial Branch of the Chief Secretary's Department; Mr. Smith, Engineer for Roads, Public Works Department; and Inspector Tyndall, of the Police Department; and the duty of this committee would be to inquire into and report upon the best means of affording work for the workless as well as food for the hungry. The primary instruction issued to the committee was to make sure that no deserving person in the community should want for a meal. The Premier had, it appeared, previously given instructions to the departmental officers that where real necessity existed it should be relieved, but subsequently he found that the voucher system then adopted had been somewhat abused. In some cases the vouchers had been lodged with publicans at half their face value, while the Government was supposed to redeem them at their full face value after they had been passed on to the grocer.

It also transpired that the Permanent Under Secretary (the late Mr. Critchett Walker, C.M.G.), Mr. J. Davis, Under Secretary, Public Works Department, and Mr. A. W. Green, of the Charities Department, had waited upon His Excellency the Governor-General and stated that no man in New South Wales need starve. Every person applying to Mr. Green, Richmond Terrace, Domain, for relief received an order for food for himself, wife and family up to five shillings. Before another order was issued inquiry was made into the circumstances of the applicant, and if the case was found genuine, relief was continued. Any poor decrepit man or woman was admitted to Rookwood Asylum, Liverpool Asylum, and there is a special asylum for women at Newington. The Under Secretary for Works was also reported as having stated that about one thousand men were wanted by the State Labour Bureau for stone breaking and general road work, and this would be given as relief work—7s., 6s., and 5s. paid per day, according to work.

Having regard to the nature of these reports and to subsequent information received from the State Labour Bureau, the Lord Mayor did not feel called upon at that stage to take any further action in the matter.

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## COUNCIL AND COMMITTEE MEETINGS.

During the twelve months ended 31st December last, 243 meetings have been held, many of them extending over four hours. The following table shows the aggregate attendances of each member of the Council at the meetings of the Council and General Purposes Committee, and the ordinary Standing Committees of the Council :—

Aldermen.	Council.	General Purposes Committee.	Electric Lighting Committee.	Finance Committee.	Health Committee.	Parks and Recreation Committee.	Parliamentary and By-Laws Committee.	Staff and Labour Committee.	Works Committee.	Highest Possible	Total Attendance.	Percentage.
Ald. T. H. Barlow ..	30	5	—	—	8	12	—	—	15	140	70	50·00
" J. C. Beer ..	33	9	—	—	—	14	4	27	32	141	119	84·39
" J. D. Fitzgerald ..	21	2	—	—	25	8	—	—	18	140	74	52·85
" J. G. Griffin ..	35	11	—	22	—	6	—	—	—	99	74	74·74
" J. Harris ..	33	7	17	24	—	—	4	—	—	118	85	72·03
" T. Henley ..	34	11	27	26	—	9	4	24	—	166	135	81·33
" T. Hughes (Lord Mayor)	33	11	7	1	1	2	2	1	2	243	60	24·69
" Evan Jones ..	36	11	29	—	36	15	—	32	41	202	200	99·00
" A. Kelly, M.L.A.	28	8	—	—	—	—	2	22	12	125	72	57·60
" S. E. Lees ..	34	8	18	26	—	11	3	23	—	165	123	74·54
" R. Mackey ..	30	4	16	15	11	—	—	—	—	149	76	51·00
" R. D. Meagher, M.L.A.	27	7	—	12	—	—	4	—	—	120	64	53·33
" A. McElhone ..	33	8	27	—	31	14	—	31	40	202	184	91·08
" J. Lane Mullins ..	35	10	—	34	—	10	5	—	—	104	94	90·38
" P. Nolan ..	33	8	—	—	—	3	—	—	5	104	49	47·11
" A. G. Ralston ..	33	11	22	25	29	—	—	22	6	191	148	77·48
" R. W. Richards ..	36	11	—	—	—	11	—	29	40	136	127	93·38
" E. Milner Stephen	30	9	—	25	22	—	4	—	—	124	90	72·58
" A. Taylor ..	26	8	22	24	24	—	—	—	—	149	104	69·79
" E. Lindsay-Thompson	34	11	20	—	26	10	—	—	33	170	134	78·82
" J. C. Waine ..	30	7	26	—	—	—	—	15	27	150	105	70·00
" R. G. Watkins ..	35	11	25	21	26	—	—	24	30	212	172	81·13
" T. J. West ..	34	10	—	—	32	—	—	29	30	156	135	86·53
" Dr. Wilkinson ..	32	10	12	19	26	—	—	—	—	149	99	66·44

In explanation of the foregoing it is but right to state that while the Lord Mayor is by virtue of his office *ex officio* a member of all committees, he is not called upon to attend with the same regularity as the elected members, and as a matter of practice it is not necessary for the Lord Mayor to attend except in cases of extreme urgency. Alderman



Ralston resigned his membership of the Works Committee a few months after its constitution, and Alderman Watkins was elected in his stead. This explanation is necessary in order to account for an apparent disparity in the figures representing the highest possible number of attendances at the meetings of the Works Committee. In the case of Alderman J. D. Fitzgerald, his absence in Japan, and in the case of Alderman Taylor, his absence in South Africa, in both instances for a considerable period of the year, affords sufficient and satisfactory explanation for the absence of these gentlemen from the Council and Committee meetings.

The following furnishes a summary of the average attendance at meetings of the Council and Committees during the year, nine being a quorum of the Council and General Purposes Committee, and five a quorum of the Standing Committees :—

Council and Committees.					Members.	Total Meetings.	Aggregate Attendances.	Average Attendances.
Council	..	..	..	..	24	36	765	21·2
General Purposes Committee	..	..	..	..	24	11	208	19
Electric Lighting Committee	..	..	..	..	12	30	268	9
Finance Committee	..	..	..	..	12	36	274	7·6
Health Committee	..	..	..	..	12	36	297	8·2
Parks and Recreation Committee	..	..	..	..	12	16	125	7·9
Parliamentary and By-Laws Committee	..	..	..	..	8	5	32	6·4
Staff and Labour Committee	..	..	..	..	12	32	293	9·1
Works Committee	..	..	..	..	12	41	331	8·07

I had occasion to remark last year that in connection with the meetings of the Council and Committees of the Council, certain of the principal officers of the Council and other members of the staff, whose attendance owing to the nature of the duties they are required to perform is absolutely essential at all meetings, have had their official duties extended beyond the usual hours of closing—in some instances to an abnormal extent, and in others to an extent equivalent to forty-three ordinary working days solely in attending meetings. These attendances at meetings are in addition to a considerable amount of overtime, which as a matter of course has necessarily to be given owing to the high pressure which occasionally exists and which must be met, and also at ordinary times, so that there may be a minimum of arrears of work. As far as possible every effort is made to keep abreast of the Council's requirements, and as far as meetings of the Council and Committees are concerned this is invariably done. Whenever circumstances have necessitated a call being made upon the officers for extra services, a willing and cheerful response has been accorded by seniors and juniors alike, notwithstanding the fact that occasional personal hardship to some has been occasioned thereby.

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### ADMINISTRATIVE COMMITTEES.

The Administrative Committees were at the beginning of the year constituted on lines exactly similar to those in operation during the year 1902. In May last year, however, Alderman J. D. Fitzgerald submitted a motion having for its object the constitution of an additional Standing Committee to deal specially with parks, recreation and amusements, the exact terms of the motion being as follows :—

That so much of resolution of Council of 21st December, 1900, defining the scope of the Health Committee as regards the control of

park and reserve lands of the City under the control of the Council, and the control and management of public baths and bathing places of the City, be and the same is hereby rescinded.

That it is expedient to separate the control of parks and recreation from the control of Public Health, and for that purpose a special committee of eight be appointed, to be called the Parks and Recreation Committee, to undertake the following matters :—

1. The control and management of the park and reserve lands of the City under the direction of the Corporation for the use, benefit and recreation of the citizens.
2. The control and management of the Town Hall organ, and the arrangement of the visits of distinguished British and foreign organists.
3. The organisation of a citizens' band, under the auspices of the Council.
4. The management of the public baths and bathing places of the City.
5. The provisions of bands, chairs and playgrounds, and games for the use of citizens frequenting the Council's parks and gardens.
6. The supervision and control of theatres, music halls, and places of public resort and amusement.
7. The provision of playgrounds and sandheaps for the children in the City parks.
8. Generally, the organisation and control of all matters affecting public music, games, entertainments, and open-air sports and recreation.

The motion was carried, and at the next meeting of the Council the following members were elected by ballot to constitute the Parks and Recreation Committee, viz., Alderman T. H. Barlow, J. C. Beer, J. D. Fitzgerald, J. G. Griffin, Evan Jones, S. E. Lees, A. McElhone, J. Lane Mullins, P. Nolan, R. W. Richards, E. Lindsay-Thompson, and R. G. Watkins.

In December last, on the consolidation of the By-laws, it was determined to dissolve the Committee—firstly, because the control and management of the Town Hall organ and the arrangement of the visits of distinguished British and foreign organists could be just as easily carried out by the Finance Committee, that being the Committee in which the Town Hall was vested ; secondly, because the control and management of the park and reserve lands of the City under the direction of the Corporation for the use, benefit and recreation of the citizens, and the management of the public baths and bathing places of the City, could be just as efficiently managed and controlled by the Health Committee ; thirdly, because the Council has no power to organise or contribute to the organisation of a citizens' band ; neither has the Council any legal power to apply any proportion of the rates which are leviable for specific purposes under the Act to providing bands, chairs, and playgrounds and games for the use of citizens frequenting the Council's parks and gardens ; neither has the Council any legal power to supervise and control theatres, music halls, or places of public resort and amusement ; neither has the Council any legal power to provide playgrounds

and sandheaps for children in the City parks ; neither has the Council any legal power to apply any proportion of the rates which are leviable for specific purposes under the Act in the organisation and control of matters affecting public music, games, entertainments, and open-air sports and recreation ; and fourthly, that four standing committees in addition to the General Purposes Committee were not only ample but quite adequate and competent to properly and regularly discharge the whole of the duties appertaining to committees under the existing constitution of the Council, with its limited powers, in addition to the important consideration that it had up to that time been almost impossible to arrange meetings to meet the convenience of members, besides unnecessarily taking up the time of a number of the principal officers of the Council, which might be more advantageously employed in other ways in the Council's service.

Should the Council ever be successful in obtaining an amended Corporation Act conferring the necessary powers whereby Sydney would take its proper position as a City of the first magnitude amongst the incorporated cities of the world, then, but not till then, will it be necessary from an administrative standpoint to amend the constitution of its administrative committees.

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#### GENERAL PURPOSES COMMITTEE.

The General Purposes Committee, presided over by the Right Honourable the Lord Mayor, Alderman Hughes, held nineteen meetings, the average attendance of members being 19, as compared with 17·4 for the preceding year.

The scope of the Committee comprises "all matters affecting the staff, and other matters not specially relegated to any special committee," pursuant to the reference made by the Council on the constitution of the Committee.

Although this Committee presents no annual report of its proceedings, its duties are sufficiently comprehensive and varied in character to make it an important Committee.

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#### FINANCE COMMITTEE.

The Finance Committee, presided over by Alderman J. Lane Mullins, held thirty-six meetings, the average attendance of members being 7·6, compared with 8·4 for the preceding year.

The following are the subjects which now come under the consideration of the Committee, pursuant to the reference made by the Council on the constitution of the Committee, and as varied by Council on the dissolution of the Staff and Labour Committee and the Parks and Recreation Committee, which ceased to exist on the adoption of the new By-laws regulating the appointment of Committees :—

- (a) To examine and certify for payment all vouchers and pay-sheets or any other accounts due by the Corporation.

- (b) To supervise the collection of the Corporation's revenue, whether from rates, dues, licenses, rents, or any other sources.
- (c) The conduct of all legal proceedings in which the Council may be concerned.
- (d) The management and letting of all Corporation properties (including markets, stalls, saleyards, shops and lands) and the issue of stock and other licenses.
- (e) All matters affecting the salaries of the staff.
- (f) The compilation of the yearly estimate of Corporation receipts and disbursements, to report to the Council from time to time what moneys are available for proposed works, and generally the management of all matters affecting the finances of the Corporation.
- (g) To examine all deeds, mortgages, leases, debentures and such like documents, and to see to their safe custody, and to report to the Council all changes and suggested changes in respect to any or all of them.
- (h) The control and management of the Town Hall organ, and the arrangement of the visits of distinguished British and foreign organists.
- (i) The control of the Municipal Library.

The Committee's report on the work of the year appears in the appendices.

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### WORKS COMMITTEE.

The Works Committee, presided over by Alderman McElhone, held forty-one meetings, the average attendance being 8·07, as compared with 9 for the preceding year.

The following are the subjects coming under the consideration of the Committee, pursuant to the reference made by the Council on the constitution of the Committee :—

- (a) The repair, drainage and management of all streets, ways, lanes and places under the control of the Council.
- (b) The exercise of all powers vested in the Council under the Sydney Corporation Act, the City of Sydney Improvement Act, and other statutes affecting the construction, alteration, or maintenance of streets, buildings, drains, or other works within the City of Sydney.
- (c) The resumption of lands for the formation of new streets and widening of existing streets.
- (d) All matters affecting the present management of the public lighting of the City.
- (e) All specifications, tenders and contracts, and the performance and due execution of all works directed to be carried on by the Council.
- (f) And, generally, all matters affecting the safety and protection of the citizens.



The Committee's report on the work of the year appears in the appendices.

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### HEALTH COMMITTEE.

The Health Committee, presided over by Alderman J. D. Fitzgerald until his departure for Japan, and by Alderman T. J. West for the remainder of the year, held thirty-six meetings, the average attendance of members being 8·2, as compared with 8·1 for the preceding year.

The following are the subjects which now come under the consideration of the Committee, pursuant to the reference made by the Council on the constitution of the Committee, and as varied by the Council on the dissolution of the Parks and Recreation Committee consequent on the adoption of the new By-laws regulating the appointment of Committees :—

- (a) To supervise the carrying out of the provisions of any Acts of Parliament or Municipal By-laws affecting public health.
- (b) To deal with petitions and complaints from persons affected by these Acts or By-laws, such as keepers of common lodging-houses and others.
- (c) To deal with all matters relating to the collection and disposal of City garbage and refuse.
- (d) And generally to control all matters affecting the health of the citizens.
- (e) The preparation of By-laws, addresses, etc.
- (f) The supervision of all Bills laid before Parliament with a view to protecting the rights of the Council and the interests of the citizens.
- (g) The control and management of the park and reserve lands of the City under the direction of the Corporation for the use, benefit, and recreation of the citizens.
- (h) The organisation of a citizens' band, under the auspices of the Council.
- (i) The management of the public baths and bathing places of the City.
- (j) The provision of bands, chairs, and playgrounds, and games for the use of citizens frequenting the Council's parks and gardens.
- (k) The supervision and control of theatres, music halls, and places of public resort and amusement.
- (l) The provision of playgrounds and sandheaps for the children in the City parks.
- (m) Generally, the organisation and control of all matters affecting public music other than the Town Hall organ, games, entertainments, and open-air sports and recreation.

The Committee's report on the work of the year appears in the appendices.

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## PARLIAMENTARY AND BY-LAWS COMMITTEE.

The Parliamentary and By-laws Committee, presided over by Alderman R. D. Meagher, M.L.A., held five meetings, the average attendance of members being 6·4, as compared with 7·6 for the preceding year.

The subjects which formally came under the consideration of the Committee, pursuant to the reference made by the Council on the constitution of the Committee, were as follows :—

- (a) The preparation of By-laws, addresses, etc., etc.
- (b) The supervision of all Bills laid before Parliament, with a view to protecting the rights of the Council and the interests of the citizens.
- (c) The control of the Municipal Library.

On the dissolution of the Committee consequent on the adoption of the new By-laws regulating the appointment of Committees, the first two subjects were relegated to the Health and By-laws Committee constituted under such By-laws, and the last-mentioned subject to the Finance Committee.

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## ELECTRIC LIGHTING COMMITTEE.

The Electric Lighting Committee, presided over by Alderman J. C. Waine, held thirty meetings, the average attendance of the members being 9, as compared with 7·9 for the preceding year.

The following are the subjects coming under the consideration of the Committee, pursuant to the reference made by the Council on the constitution of the Committee :—

- (a) To supervise the construction of a system of public and private supply of electric light and power for the City of Sydney.

The Committee's report on the work of the year appears in the appendices.

With the completion of the constructional work in connection with the establishment of the electric light undertaking, the duties to be allocated to this Committee will require consideration during the current year, and the recommendations with regard thereto will be submitted in due course.

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## PARKS AND RECREATION COMMITTEE.

The Parks and Recreation Committee, presided over by Alderman T. H. Barlow, held sixteen meetings, the average attendance of members being 7·9.

The subjects which formally came under the consideration of the Committee, pursuant to the reference made by the Council on the constitution of the Committee, are set out in detail under the head of administrative Committees. On the dissolution of the Committee,

consequent on the adoption of the new By-laws regulating the appointment of Committees, the subjects of reference became merged in those devolving upon the Health and By-laws Committee and the Finance Committee respectively.

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### SYDNEY CORPORATION (AMENDMENT) BILL.

In connection with the Sydney Corporation (Amendment) Bill, which had been drafted and submitted to the Hon. the Premier for the first time during the year 1902, the year 1903 witnessed the adoption of several additions to such Bill.

In the first place the Council once more gave serious consideration to the question of abattoirs being placed under Municipal control, and with this object in view instructed the City Solicitor to amend the draft Bill so as to provide for powers being conferred on the City Council as follows :—

1. Power to establish abattoirs within fourteen miles of Sydney and to make regulations, and in such regulations to prescribe penalties and fix fees for use of the abattoirs.
2. Power to acquire or resume land for the above purpose, and to erect buildings and do other necessary things.
3. Power to borrow moneys for the above purpose by debentures secured on rates and land purchased or by mortgage or both.
4. Borrowing powers so authorised to be construed cumulatively with and not in exclusion or derogation of any borrowing powers conferred elsewhere, or by any other Act now or hereafter to be passed.
5. Power to establish a Sinking Fund.
6. Power to license places for slaughter of cattle within a prescribed radius, and to prescribe and recover fees.
7. Power to let or farm any portion of the abattoirs by public auction or private contract.
8. To provide that at the expiration of one month from publication of a notification in the *Government Gazette* under the hand of the Town Clerk that abattoirs have been established by the Council and are ready for use, Part 2 of the Sydney Abattoirs and Nuisance Prevention Act, 1902, shall be repealed ; and to provide that no cattle shall be slaughtered within the prescribed radius except at the abattoirs established by the Council, or in a licensed place, and to prescribe penalty for breach of such provision.

Prominence was also given to the resumed area known as the "Rocks," owing to the minute of the Lord Mayor, and to which reference is made elsewhere. In this connection the Council deemed it advisable to amend the draft Bill by inserting the following provisions therein :—

1. Power to acquire by purchase in whole or in portions from the Crown.
2. Power to borrow moneys for the purchase of the land, and the erection of works thereon by way of special loan or loans.

3. Power to raise money required by debentures secured upon the rates and the land acquired under the Act, or, as an alternative, by mortgage of the said land, or by both.
4. Power authorising the State Treasurer to make advances.
5. Power to establish a Sinking Fund.
6. Provisions providing that borrowing powers authorised shall be construed cumulatively with and not in exclusion or derogation of any borrowing powers conferred elsewhere, or by any other Act now or hereafter to be passed.
7. Power to deal with land purchased by making streets, reserves, squares, by demolition of existing buildings, erection of new buildings (whether dwellings, lodging-houses, warehouses, or any other kind of building), and generally.
8. Power to do such work by contract or otherwise.
9. Power to sell or lease land or buildings acquired or erected hereunder on such terms and conditions as Council may think fit.
10. Enacting that a separate account shall be kept of moneys expended and moneys received under the Act.
11. In case of sales by the Council, moneys arising therefrom to be applied towards redemption of moneys borrowed.
12. Crown grants or other assurances to the Council of land acquired under the Act to be free of stamp duty.

The powers applied for in relation to the markets consequent upon the discussions which had taken place in connection with Belmore Markets were to the following effect :—

1. Power to borrow money by debentures secured upon the rates, or as mortgage, or, as an alternative, by both.
2. Power to establish a Sinking Fund.
3. Provisions providing that borrowing powers authorised shall be construed cumulatively with and not in exclusion or derogation of any borrowing powers conferred elsewhere, or by any other Act now or hereafter to be passed.
4. Full powers to sell or lease the land now known as Belmore Markets, the proceeds to be applied to the purchase of land or erection of buildings for new markets or for repayment of any moneys borrowed for market purposes.

On several occasions during the past two years questions have arisen with regard to the application of unexpended balances of loans, and in order to place the matter beyond a doubt it was decided to insert the following clause in the Bill :—

1. Whenever there is any balance which the Council may have borrowed or shall hereafter borrow under the authority of this or any other Act remaining unexpended after satisfaction or fulfilment of the purpose for which the same shall have been borrowed, the Council may pay the same into the Sinking Fund to be used for the purposes of the Council generally, or may deal with and apply the same in any other way or towards such other municipal purpose as it shall think fit.



It will be remembered that in my last report I dealt very extensively with regard to the information of a provident fund for the benefit of the officers and employees of the Council, and on the present occasion I have elsewhere submitted further information on the subject. The Council last year unanimously affirmed the principle and approved of clauses being inserted in the draft Bill to the following effect :—

1. Power to establish a provident fund.
2. Power to provide for periodical contributions by the officers and employees of the Council of a portion of their salaries or wages, and by the Council of moneys from the City Fund.
3. Power to make regulations for fixing the amount of contributions and the terms and conditions on which payments out of the Fund to be made.

It was also considered advisable, on the recommendation of the City Treasurer, to insert a clause in the Bill authorising the City Treasurer to amend the assessment book and rate books by inserting the names of owners and occupiers for the time being so far as can be ascertained.

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### AMENDED BUILDING ACT BILL.

During the course of the year the City Building Surveyor and the Chief Draughtsman, in conjunction with the City Solicitor, drafted an amended City of Sydney Improvement Bill, or Building Act as it is more familiarly termed.

Among the most important alterations and additional provisions to the sections of the principal Act may be enumerated the following :—

1. Remodelling of the definitions in section 3.
2. Removal of the Board of Appeal from the City Improvement Board to the Sydney Court of Quarter Sessions, and consequent repeal of sections 6, 7, 8, 9, 10, 11, and 12, and portion of section 14, of the principal Act.
3. Amendment of the method of claiming and recovery of building fees.
4. Deposition of copies of plans, local plans, and drainage plans in connection with all proposed new buildings, additions or alterations in duplicate, one copy to be retained by the City Building Surveyor for reference.
5. Remodelling of section 27 of the principal Act, referring to execution of works suspected to be carried out contrary to the Act.
6. Provision for inspection of all buildings at any time.
7. The powers conferred upon the City Improvement Board under section 29 as to dilapidated and undesirable structures to be repealed and conferred upon the Council.
8. Complete amendments throughout the principal Act so as to alter and simplify legal proceedings under the Act against contraventions of the Act.
9. More complete control of buildings used as sheds, stables, outhouses, and closets.

10. Efficient control of timber yards, and timber storage in the City.
11. Provisions that, except with the permission of the Council, it will not be legal to—
  - (a) Convert into or use as a dwelling-house any building or part of a building not originally constructed for human habitation.
  - (b) Convert into one dwelling-house two or more dwelling-houses constructed originally as separate dwellings.
  - (c) Convert into or use as two or more dwelling-houses any building constructed originally as one dwelling-house.
  - (d) Convert a building which when originally erected was legally exempt from the operation of any building enactments or by-laws in force within the City of Sydney into a dwelling, which, had it been originally erected in its converted form, would have been within the operations of these enactments or by-laws.
  - (e) Reconvert or use as a dwelling-house any building which has been discontinued as or appropriated for any purpose other than a dwelling house.
  - (f) Convert into or use as a dwelling-room or part of a dwelling-room any room or part of a room used as a shop.
  - (g) Convert a dwelling-house or any part of a dwelling-house into a shop in such a manner that a building or part of a building so converted as aforesaid when converted will not be in conformity with the provisions of this Act relating to the class of building to which the building when so converted will belong.
12. Comprehensive regulations regarding the construction of theatres and places of amusement, with particular reference to fire-resisting materials, means of ingress and egress and escapes, and also as to qualifications as to sites for these buildings.
13. Regulations for conversion or subdivision of buildings from their intended original use.
14. Regulations for construction of temporary structures for sight-seeing, etc.
15. Remodelling of section as to structures of timber and iron and similar materials.
16. Regulation and control of construction of sky-signs and hoardings.
17. Regulations as to projections more comprehensively defined and described.
18. Regulations for complete control of construction of dwelling or living rooms.
19. Regulations as to provision of adequate natural light and air to all premises, including tenement buildings, etc.
20. Re-classification of various classes of buildings, and regulations as to heights of same.
21. Proper guarding of all excavations so as to prevent risk to public.

22. Remodelling of rules as to drainage of and from buildings.
23. Regulation for construction of furnace chimney-shafts.
24. More complete control of awnings.
25. Provision of yard space and bathrooms to all dwelling-houses.
26. Regulations as to elevators and lifts.
27. Construction of fire-resisting floors and walls in buildings of the composite class, *i.e.*, those comprising residential apartments constructed over business premises.
28. Provision of means of egress in emergency for occupants of upper floors in composite buildings.
29. Provision of fire-resisting walls and subdivision of fire risk in hotels, coffee palaces, lodging-houses, residential blocks, etc.
30. Regulations as to fire escapes.
31. Provision of fire-shutters to certain external openings, lift-wells, well holes, etc.
32. Subdivision of buildings into separate occupancies to be effected by fire-resisting walls.
33. Powers to be conferred that the Council may make any by-laws as required from time to time upon any matters in regard to buildings not provided for in the Amendment Act.
34. Complete re-casting of the schedule of building fees payable to the Council.

All these suggested provisions and alterations are matters of great importance affecting the well-being of the City, and it is to be hoped that when the Bill is submitted by the City Council the Government of the day, no matter what form of Government may be in authority, will see its way to afford facilities for the Bill becoming law, and thus remove a blot which now exists in relation to the administration and municipal management and regulation of buildings owing to the want of a comprehensive Building Act.

I have spent a considerable time in comparing the suggested provisions with the provisions in operation elsewhere, and have every confidence in recommending the proposals made by the City Building Surveyor as being most useful and thoroughly up to date, and as being more in harmony with municipal functions and duties than the present antiquated and in many respects absolutely useless City of Sydney Improvement Act. I therefore strongly recommend the proposals to the careful consideration of the Council.

No Building Act that has ever been put upon the Statute Book has been satisfactory to all parties concerned. Some of the older ones were confusing and contradictory, and the amending Bills have not been much better. The London Building Act, 1894, is no exception to the rule; and although it is fairly intelligible and workable so far as it goes, it is considered to be wanting in many respects.

The Building Act Committee of the London County Council have been engaged for some time in preparing proposals for securing all the amendments required in the London Building Acts. They are endea-

vouring to make it as complete as possible, and have therefore consulted architects, surveyors, builders, district surveyors, and other associations on the point.

The whole of the details are not yet arranged, but they are sufficiently in train to enable them to be submitted to the bodies concerned without delay. It may be said, however, that in the main the proposals have for their object, amongst other matters, the protection of life from danger by fire, the conferring of greater powers on the Council with respect to (a) the formation of new streets; (b) the provision of open spaces about buildings, especially buildings not abutting upon a street; (c) the re-erection of buildings within the prescribed distance from the centre of the roadway of a street to a greater height than the old buildings existing on the site; (d) the erection of dwelling houses on land liable to flooding, and the remedying of certain other defects in the Act which ten years of its administration has revealed.

It is also proposed to seek powers to enable the Council to determine the future building line in any street, so as to facilitate the gradual widening of congested thoroughfares, and the Committee are considering the desirability of enabling the Council to make new streets, where necessary, to continue such widened thoroughfares, or to afford through communication.

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### STATUTES OF PUBLIC UTILITY.

It was intimated last year that it was intended to issue certain statutes relating to municipal administration in a convenient form for the use of members of the Council, such a course having been rendered necessary owing to the consolidation of various statutes which has taken place during the past two or three years. The suggestion was approved by the By-laws Committee and confirmed in due course by the Council, the volume as issued comprising the following statutes :—

- Australian Gas-Light Company, 1837.
- Australian Gas-Light Company, 1839.
- City of Sydney Improvement Act, 1879.
- Sydney Hydraulic Power Company Act, 1883.
- Moore Street Improvement Act, 1890.
- Moore Street Improvement Amending Act, 1892.
- Municipal Council of Sydney Electric Lighting Act, 1896.
- Public Entertainments Act, 1897.
- City of Sydney Municipal Loan Act, 1901.
- Police Offences Act, 1901.
- Dairies Supervision Act, 1901.
- Post and Telegraph Act, 1901.
- Public Health Act, 1902.
- Sydney Corporation Act, 1902.
- Sydney Corporation (Amendment) Act, 1902.
- Cattle Slaughtering and Diseased Animals and Meat Act, 1902.
- Sydney Abattoir and Nuisances Prevention Act, 1902.



Width of Streets and Lanes Act. 1902.

Public Parks Act. 1902.

Smoke Nuisance Abatement Act. 1902.

Fire Brigades Act, 1902.

Noxious Trades Act, 1902.

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### PREPARATION OF BY-LAWS.

During the past year the Secretary of State for the Home Department of the Imperial Government, in view of the difficulties which arise from time to time in settling the precise terms of by-laws under Local Government and Municipal Corporation Acts, forwarded circulars to all county and borough councils reminding them of certain points that should be borne in mind in preparing by-laws for submission to the executive authority for approval.

Having been favoured by the Home Office with a copy of this circular, accompanied by model forms of by-laws for good rule and government, I give the salient points to which attention is directed. The forms suggested have been gradually settled by amendments introduced from time to time in the by-laws actually in force in boroughs and counties in England, Scotland and Ireland, in order to cure defects which came to light in the experience of their working, or to meet criticisms made by judges and magistrates in cases coming before them. They will be subject to further revision as experience shows to be necessary.

The Home Secretary remarks, in the first place, in the official circular issued, that it is desirable that by-laws should always be submitted to the Secretary of State *in draft* before they are formally made by the Council. This is the practice observed by most local authorities, and saves much trouble and inconvenience. Once a by-law is made it is only possible to amend it by formally withdrawing it at a fresh meeting of the Council, and again going through the procedure laid down in Section 23 of the Municipal Corporations Act for making the by-law. In Sydney it is customary according to law to submit by-laws to the Attorney-General before being submitted to the Executive Council, but they are not submitted in draft, and if suggested amendments are agreed upon it is necessary to go through the procedure *de novo* and obtain the assent of the Council in some instances, thus occasioning loss of time.

By-laws are frequently submitted by local authorities which deal with offences that are punishable already under the general law. The Secretary of State, therefore, reminds the councils that by-laws *must not deal with offences that are already punishable summarily* in virtue of any Act in force throughout any borough or county, as the case may be.

It is also pointed out as a matter of great importance that in framing a by-law a clear and certain description should be given in the by-law of the Act which it is intended to prohibit. Unless this is done the by-laws are liable to be upset by the Courts. Vague and general prohibitions which aimed merely at some definite nuisance or annoyance would include within their scope other Acts that cannot properly be made the subject of prohibition, and punishment must be carefully avoided. The Secretary of State has frequently found it necessary to disallow by-laws couched in such vague terms as "cause any nuisance," "create

any annoyance," etc., which were no doubt intended by the framers of the by-law to describe certain offensive or dangerous acts that might properly be prohibited, but which would have applied to many other acts that could not properly be made subject to penalty, and which in some cases might not even be reprehensible. In a recent case, *Nash v. Finlay*, L.T. (N.S.) 85 p. 682, a by-law which ran, "no person shall wilfully annoy passengers in the streets," was held to be invalid on this ground.

By-laws made by the Council must not be *ultra vires*. What will be held to be *ultra vires* by the Courts must be gathered from the cases already decided. Certain rules have been laid down by the Courts for determining the validity of by-laws, as, for example, that by-laws must not conflict with the general law, by-laws must be reasonable, etc., which all councils should be careful to bear in mind. The following cases may be referred to among others.

*Johnson v. Mayor of Croydon*, 16 Q.B.D., 708. In this case a by-law which absolutely prohibited the playing of musical instruments in the streets on Sundays was held to be bad, as being unreasonable, because it made the playing an offence whether it caused a nuisance or annoyed anybody or not.

In *Macdonald v. Lochrane*, 51 J.P., 629, a by-law which made it an offence for parents to allow children under a certain age to sell in the streets was held to be invalid. A by-law made solely for the good of the children themselves could not be said to be a by-law for good rule and government. In *Booth v. Howell*, 53 J.P., 678, *Innes v. Newman* (1894), 2 Q.B., 292, it is laid down that the kind of nuisance dealt with in by-laws must "generally be one that is common to all, and not merely a nuisance to one or two individuals; it must be a nuisance which affects the community at large, but it is not necessary in any particular case to prove that all the inhabitants are annoyed." In *Burnett v. Berry* (1896), 1 Q.B., 641, *White v. Morley* (1889), 2 Q.B., 34, it was held that a by-law is not invalid because it creates a new criminal offence, but it will be invalid as being repugnant to the general law if it alters the general law, if it takes away a qualification or a condition which makes an act wrong under the general law, or if it makes unlawful an act which is expressly authorised by the general law. The Secretary of State directed special attention to the cases of *Munro v. Watson*, 57 L.T., 366, *Parker v. Mayor of Bournemouth*, L.R. (N.S.) 86, p. 449, which affirm a principle of which the Home Office has frequently had to remind local authorities—that by-laws which prohibit persons doing certain things except by permission or license of the local authority are bad. Other important cases are *Walker v. Stretton*, 60 J.P., 313; *Kruse v. Johnson* (1898), 2 Q.B., 91.

By-laws should not be made under the general power given by statute in regard to matters which a council has specific powers to regulate under some other Act; for example, by-laws for parks and recreation grounds should, generally speaking, be made under the express powers for the purpose given in the Act, and not under the general power for good rule and government.

The Secretary of State adds, in conclusion, that all by-laws made by county councils and boroughs under the powers conferred upon them by statute are required to be submitted to him, with the exception only of by-laws for the prevention and suppression of certain insanitary nuisances, those, namely, arising from filth, ashes, rubbish and the like,

which by section 187 of the Public Health Act, 1875 (applied to counties by Section 16 of the Local Government Act, 1888), are required to be made in accordance with the Public Health Act procedure, and to be submitted to the Local Government Board.

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### LEGISLATIVE—BY-LAWS, COUNCIL AND COMMITTEES.

In my annual report for the year 1902 reference was made to the fact that the important matter of the revision and consolidation of the Standing Orders and By-laws of the Council was under consideration, and that progress would be reported at an early date. Agreeably to such promise I prepared a draft series of By-laws for regulating the proceedings, etc., of the Council and Committees of the Council, the City Solicitor undertaking the responsible duty of codifying the By-laws relating to Awnings, Bathing, Butchers and Slaughter Houses, Cattle Sale Yards, Civic Costume, Common Lodging Houses, Hawkers, Markets, Parks, Porters and Barrowmen, Public Health and Streets; the work devolving upon the City Solicitor being exceedingly onerous, but which was carried out with fidelity.

At the outset I anticipated that certain of the By-laws as drafted, being entirely new in character and a radical departure from the usual groove heretofore existing, would meet with considerable opposition, and, as the sequel proved, my anticipations in this respect were realised. Anticipating a certain amount of opposition, I deemed it my duty when submitting a report on the series of By-laws as drafted to state very clearly that the By-laws submitted were based on the very best and well-established precedents as comprised in the Standing Orders and Regulations governing the proceedings and business of the large municipalities of Great Britain, such as Bath, Birmingham, Blackburn, Bolton, Bradford, Bristol, Cardiff, Derby, Edinburgh, Glasgow, Leeds, Leicester, Liverpool, Manchester, Middlesbrough, Newcastle, Oldham, Plymouth, Portsmouth, Preston, St. Helens, Southampton, Westminster, Wigan, Wolverhampton, etc., in addition to embodying a selection of the most useful and applicable from those in use in the principal Metropolitan Boroughs in London, and the various large County Councils of England, but more particularly from the standard and generally accepted code of the London County Council, supplementing such statement by intimating that in the places mentioned the By-laws, which had been adopted by myself in the draft to meet the local requirements, had been found to work remarkably well in actual practice, whilst in theory their general utility and necessity in a well-ordered and well-governed Council alive to the dignity due to its own position as a representative corporate body, and the respect due to the Lord Mayor as its head, had never to my knowledge been questioned. However, notwithstanding the limited amount of opposition referred to, it is gratifying to be able to report that while one or two By-laws of an important character were eliminated, the series as a whole was practically accepted and adopted by the Council.

In arranging the series of By-laws, a series which has since become an important section of the consolidated code of By-laws, I endeavoured as far as possible to arrange the By-laws in sections under their respective

heads so as to expedite and facilitate rapid reference to any required By-law relating to a particular subject. These sections as finally settled embraced the following, which have given satisfaction in practice:—

Adjournment of Council.	Interpretation of Terms.
Adjournment of Debate.	Meetings of Council.
Amendments to Motion.	Member be no longer heard.
Civic Costume.	Method of Voting.
Classification of By-laws.	Minutes of Proceedings.
Closure.	Miscellaneous.
Committee of the Whole.	Notices of Motion.
Conduct of Debate.	Orders of the Day.
Confidential Business.	Petitions.
Constitution and Proceedings of	Question be now put.
Committees.	Questions.
Correspondence.	Suspension of By-laws.
Divisions.	

At this point I may premise as a matter of record that the practice whereby Parliament in modern times has expressly delegated the function of making By-laws in reference to a variety of subjects has prevailed because the minuteness or the intricacies of the necessary provisions rendered the due attention of Parliament thereto impossible or highly inconvenient. In this connection local authorities entrusted with the power of legislation by By-law are generally prone to neglect or overlook the precise limit of their power so conferred upon them, and it may be are induced to endeavour to make By-laws in relation to subjects not comprised within the range of the delegation to them, or in a manner or to an extent beyond that which is so delegated.

Having regard to these considerations, and prior to submitting the draft to the Committee, I deemed it right to take the precaution of consulting the City Solicitor and submitting the whole series to him, with the special object of being advised by him for the information and guidance of the Committee as to whether there was anything contained therein contrary or repugnant to or inconsistent with the provisions of the Sydney Corporation Act, 1902. The City Solicitor having carefully perused the draft, subsequently forwarded me his observations with regard to those particular By-laws which were in his opinion *ultra vires*, not because they exceeded the powers conferred upon the Council in the Act itself, or in the power to make By-laws, to which reference has just been made, but because they appeared to him more or less supererogatory, having regard to the provision of the Act in relation to the matter.

In preparing the By-laws I was at the time fully conversant with the provisions of the 200th section of the Sydney Corporation Act, under which the Council is empowered to make By-laws within certain limits, and fully anticipated that the City Solicitor would direct my attention thereto. This section provides that the Council may make By-laws, amongst other things, "for the regulation of their own proceedings and the duties and salaries of their officers and servants so far as the same are not expressly provided for in the Act."

The City Solicitor stated that the principal objection which could be urged against certain of the By-laws, which are hereafter more specifically referred to, was that the subject matter of the same had been already



provided for in the Act itself, and for that reason these By-laws were, in his opinion, *ultra vires* of the Council. I had, as stated, anticipated the objection which would probably be raised by the City Solicitor, but in preparing the By-laws in the form submitted I had primarily in view the great advantage and convenience it would be to members of the Council to have under one heading, as in the proposed draft By-laws, the whole of the conditions and arrangements under which the Council and Committees of the Council are required either by the authorising Statute itself or by By-laws made thereunder to conduct their proceedings, and the City Solicitor on his part fully recognised and freely admitted the force of the contention, and concurred in the distinct advantages which would assuredly accrue to the members of the Council individually and collectively by the adoption of the By-laws in the form as drafted ; but, of course, dealing with the matter from the purely legal point of view, the City Solicitor was in duty bound obliged to advise in the first instance that, in his opinion, the inclusion of By-laws otherwise expressly provided for by the Act itself was not likely to meet with the approval of the Executive Council for the reasons he had stated. On my reporting the circumstances to the Lord Mayor, his Lordship was of opinion that whilst there was undoubtedly force in the purely legal view expressed by the City Solicitor, it would be advisable to make an endeavour to get the By-laws passed in a form somewhat similar to that submitted, the advantage of codification and classification being so plainly apparent. The By-laws, with the approval and concurrence of the Lord Mayor and the City Solicitor, were therefore submitted in the form as originally drafted and laid before the City Solicitor, the marginal note indicating for the information of the Committee the section of the Act in which the particular subject matter was dealt with. I may add that the form suggested was in strict accord with English precedent, the By-laws regulating the proceedings of the London County Council, without question the best authority on the subject, being prepared in an exactly similar manner, subject to one exception, the title and section of the Act being clearly indicated in the London County Council series of By-laws *after* each section instead of by marginal note. The exception referred to is that in the London County Council code, where the By-law is in itself a repetition of a statutory provision, it is printed in brackets. The By-laws or Standing Orders of the London County Council, it may be mentioned, approximate to five hundred in the aggregate, and they embody clauses from not one Act of Parliament, as in the present instance the Sydney Corporation Act, but from numerous Acts of Parliament passed in various years and at widely divergent periods and in relation to numerous general powers ; and whilst in the By-laws there is no regular arrangement as regards the separate Acts of Parliament from which the clauses are taken and re-enacted as By-laws, the arrangement of the By-laws themselves is in excellent form as regards advantages for purposes of reference and convenience in classification. These By-laws of the London County Council are usually accepted as a model code by municipal authorities, and, generally speaking, while culling several useful By-laws from those adopted by other large cities, the code of the London County Council is the one most generally adopted throughout, and I am satisfied that, generally speaking, a better code could not be adopted.

With regard to particular By-laws to which attention was directed by the City Solicitor, I may briefly refer to the following :—

By-law 6, on page 2, in the draft, was a regulation with regard to the notice of meetings, and the City Solicitor considered this By-law to

be in conflict with section 67 of the Act, in which provision is already made for notice of meetings. The statute provides that notice shall *reach* the members twenty-four hours before the intended meeting, whereas the suggested By-law extended the time to two clear days, at least, and amplified the method of *delivery* by providing "or to such other address as any member may request by notice in writing addressed to the Town Clerk." Members have occasionally very properly requested, as a matter of convenience and to ensure prompt delivery, that their notices of meetings should be sent to them at a particular address instead of to their ordinary place of abode or business, and in order to properly comply with their reasonable request the addition was made accordingly, and it was submitted by me that this addition was not inconsistent with or repugnant to the provisions of the Act, seeing that it did not curtail but actually extended the time. Again, up to that time there had been an unwritten rule, which had developed into an established custom, in operation as regards *delivery* of notices *two* days before the time fixed for meetings, which in practice had invariably been found distinctly advantageous. On By-law 9 in the draft relating to want of service of notice, the City Solicitor feared that this might probably be regarded by the Attorney-General as *ultra vires* in view of the requirements of section 67 of the Act. The recited section, it will be observed, provided that notice "*shall be left, etc.,*" whereas By-law 9 provided that failure to *receive* by a member shall not invalidate a meeting. With regard to By-law 220 in the draft, the City Solicitor stated that he was doubtful about the validity of this By-law, having regard to the provisions of section 70 of the Act, but as it followed the established practice any objection to it might, he considered, be very properly left to the Attorney-General. With regard to the latter part of the By-law 70 in the draft, it will be observed that an important alteration was suggested by me. Heretofore it has been customary for any one member of the Council to interpose what in many cases proved to be an effective "block," and, by giving a notice of motion to rescind, any particular resolution of Council which failed to commend itself to his judgment effectually prevent the intention of the Council from being carried into effect for at least a fortnight, and, on those occasions where pressure of business has prevented the notice to rescind being reached, for a further fortnight, in many instances occasioning great inconvenience, loss of time, and consequent expense. The rights and privileges of minorities have, of course, to be properly inspected and securely protected, and no desire existed to interfere with such privileges in any way; but the fundamental principle of municipal government is the right of the majority to rule, and where a majority by a clear and a decisive vote has expressed its determination in relation to any matter, I respectfully submit that the administrative machinery necessary to carry such determination to its legitimate issue should not be subject to the personal and individual view of any one member; administration necessarily follows, and is a corollary to legislation. The suggestion was therefore made in accordance with the latter part of By-law 70 in the draft, and the adoption of this By-law has undoubtedly tended to more effective administration, while affording ample safeguards to reasonable minorities and preventing factious and even unreasonable opposition. The particular part referred to reads as follows:—

"No notice of motion to rescind any resolution which has been passed by the Council during the preceding six months shall be in order unless, in addition to the name of the member of the Council giving the notice and proposing to rescind,

the names of four other members of the Council are attached to the notice of motion, and when any such motion has been disposed of by the Council it shall not be competent for any member of the Council to propose a similar motion within a further period of three months, and the effect of this By-law shall not be evaded by substituting any motion indifferently worded but in principle the same, provided always that the provisions as to notice shall not apply to notices of motion to rescind which are moved upon the report of any Standing Committee or Special Committee of the Council, and such recommendation of a Committee to rescind shall be especially mentioned on the agenda paper."

With regard to By-law 199 in the draft, relating to the appointment of Standing Committees of the Council, the By-law was drafted on then existing lines and provided for seven Standing Committees. Several members of the Council from time to time commented adversely upon what appeared to be an excessive number of Committees, and while in my opinion four Standing Committees in addition to the General Purposes Committee are not only ample but quite adequate and competent to properly and regularly discharge the duties previously discharged by seven, this is a matter which necessarily had to be governed by the views of the Council as a whole, seeing that it largely affected the personal convenience of the members themselves, although it had been almost impossible to arrange meetings to meet the convenience of members generally. At the same time with a restricted number of Committees greater expedition is certainly exercised in disposing of references to such Committees and in administering the Council's business. For instance, there was under then existing conditions an occasional reference of perhaps no very particular moment at the time to, say, the Parliamentary and By-laws Committee. The meetings of this Committee were very irregular—only five being held last year—and the reference was generally permitted to stand over until sufficient business had accumulated to make an agenda of respectable pretensions when the Committee were called together. Had the reference been to a Committee meeting regularly once in each fortnight, no delay of this nature would ensue, and to summon the Parliamentary and By-laws Committee to meet fortnightly would have been a waste of time. I also pointed out that with seven Committees great difficulty was experienced in arranging a time of meeting to suit all parties, and very frequently when two Committees were obliged, owing to unforeseen circumstances, to meet on the same day, the members of which invariably express a decided preference for the same hour of meeting—4.30 in the afternoon—it was an utter impossibility to meet the wishes and convenience of the whole of the members, and one or other of the Committees had necessarily to meet an hour earlier than was customary, and this, though unavoidable, caused much inconvenience and considerable complaint on the part of members whose standing engagements were thus interfered with. The establishment of the Parks and Recreation Committee and the fixing of the regular day of meeting in the week during which the regular meeting of the Council was held occasioned considerable inconvenience in ordinary office administration last year so far as the Town Clerk's Department was concerned. With a lengthy and voluminous business paper, involving on many occasions as many as one hundred separate items, the three days following the meeting of the Council are really required to



get the necessary organisation and machinery in working order so that the acts of the Council may be promptly executed and administered without unnecessary delay. After every meeting of the Council there are innumerable instructions to be placed on the instruction books of the various heads of departments, and a large amount of correspondence, in many instances of an important character requiring personal attention on my part, to be attended to. These necessary acts of administration must be dealt with at once, that is during the remainder of the week in which the meeting of the Council is held, as any postponement to the ensuing week would be undesirable, seeing that citizens are entitled to replies from the Council in a reasonable time in relation to matters which have been under consideration, and further, that on every day during the week following a Council meeting, a Committee meeting was generally appointed to be held, and each day carries its own duties and responsibilities, and if accumulations are once permitted to arise it is almost impossible to deal with them satisfactorily. Apart from administrative considerations, the multiplication of Committees has been felt to be a serious tax upon the time of those members who are on several Committees.

During the past year, up till towards the end of the year, eight Standing Committees were more or less in active operation, distributed amongst the members of the Council as follows, the Lord Mayor being *ex officio* a member of all Committees :—

Alderman Barlow	..	..	Three Committees.
Alderman Beer	..	..	Four Committees.
Alderman Fitzgerald	..	..	Three Committees.
Alderman Griffin	..	..	Two Committees.
Alderman Harris	..	..	Three Committees.
Alderman Henley	..	..	Four Committees.
Alderman Jones	..	..	Five Committees.
Alderman Kelly, M.L.A.	..	..	Three Committees.
Alderman Lees	..	..	Five Committees.
Alderman Mackey	..	..	Three Committees.
Alderman McElhone	..	..	Five Committees.
Alderman Meagher, M.L.A.	..	..	Three Committees.
Alderman Lane Mullins	..	..	Three Committees.
Alderman Nolan	..	..	Two Committees.
Alderman Ralston	..	..	Four Committees.
Alderman Richards	..	..	Three Committees.
Alderman Stephen	..	..	Three Committees.
Alderman Taylor	..	..	Three Committees.
Alderman Thompson	..	..	Four Committees.
Alderman Waine	..	..	Three Committees.
Alderman Watkins	..	..	Six Committees.
Alderman West	..	..	Three Committees.
Alderman Wilkinson	..	..	Three Committees.

The General Purposes Committee is not taken into consideration in the foregoing.

In reporting on the draft By-laws it was pointed out that should the Council deem it desirable to decrease the number of Committees by an amalgamation of duties, the functions then devolving upon the Parliamentary and By-laws Committee might well be vested in the Finance Committee, and the duties appertaining to the Parks and Recreation Committee might with equal propriety be again reappor- tioned and vested in the Health Committee and Finance Committee as



before. Whilst on the question of Committees it had on several occasions been suggested that in relation to many matters of pure routine administration, these might very well be left to the Town Clerk to discharge and thus save time at Committee meetings ; the Town Clerk, in order to preserve the principle of record, reporting his action to the proper Committees in summarised form from time to time as he might be instructed or deem necessary. This, however, was a matter more particularly for the Committees affected to determine, and to issue such instructions as might on consideration be deemed advisable, having due regard to efficiency and promptitude in administration.

On considering By-laws 266, 267 and 268 in the draft, the City Solicitor expressed a doubt as to the Council's power to make these By-laws, but he considered they were such as might very well be left to the Attorney-General. The By-laws referred to were as follows :—

266. Notwithstanding anything to the contrary contained in these By-laws, the minutes of proceedings, books of account, assessment books of the Council for any current year, or the four years immediately preceding, shall at all reasonable times be open to the inspection of any person on payment of a fee of one shilling ; and any person, upon payment of such fee, shall be entitled to make a search in any such minutes of proceedings, books of accounts, or assessment books, and may make a copy thereof, or take an extract therefrom, and, in the event of any person desiring to make a search or make a copy or take an extract from the minutes of proceedings, books of accounts, or assessment books of the Council during any period prior to the four years immediately preceding the then current year, then and in such case such person shall be entitled to make such search, or make such copy, or take such extract therefrom, or receive a certified copy or extract, upon payment of a fee of one guinea, which shall be paid into the City Fund, provided always that nothing in this By-law contained shall interfere with or be construed to interfere with the statutory right of any mortgagee or holder of debentures to inspect any books of account without fee or reward, or to take copies of or extracts therefrom without any payment.
267. No person shall be allowed to be a candidate for any office or situation in the gift or appointment of the Council who is a member of the Council, or who has been so within six calendar months of the date of vacancy.
268. Personal canvassing for appointments in the gift of the Council is strictly prohibited, and will be deemed a disqualification.

As regards By-law 266, the provision merely confirmed what had to a large extent become established by usage and general practice, and which had never been objected to. In support of By-law 266 I also stated that considerable time and labour was involved in these researches, and it appeared to me but right that some fee should be paid to the Council for the services of the officers in the manner indicated, seeing that they are frequently taken from the discharge of their legitimate functions to search for information required by citizens, and which, it must be remembered, it is not obligatory on their part to furnish. The statutory rights

and privileges already possessed by citizens, mortgagees and debenture holders were properly safeguarded by being maintained intact. By-laws 267 and 268 are now very generally used in well regulated councils, the first mentioned having been found by experience to be essential, whilst the last named has had a most salutary effect in securing the selection of candidates for official appointments entirely on the merits of their qualifications and ability, and without regard to personal advocacy or influence exerted on their behalf. Reference is made at a later stage to the action of the General Purposes Committee in relation to these particular By-laws.

Seeing that the Council has determined since the draft By-laws were prepared and printed to prohibit employees interviewing or approaching any Alderman whilst such employees may be under suspension, I suggested an addition to the By-laws to the following effect :—“ Any employee under suspension who shall during the period of such suspension approach or interview any Alderman will be subject to immediate dismissal by the Town Clerk.” This By-law I advised should be numbered 269, and consequent amendments made as regards the numbers in the By-laws following.

In conclusion, the City Solicitor stated that if it was intended that a breach of any of the By-laws shall be subject to a penalty, the amount of the maximum penalty ought to be fixed by a By-law at the end, and the numbers of the By-laws to which such penalty was intended to apply should be specified. This had not escaped my attention, but I was quite unable to give any precedent for such a By-law in its application to By-laws regulating the proceedings of the Council and Committees of the Council ; and whilst agreeing with the City Solicitor that it is within the powers vested in the Council to make it, I did not when drafting the By-laws deem it advisable or even necessary under the circumstances to insert such a By-law. On reconsideration it appeared that a By-law providing for the imposition of a penalty might be necessary in certain cases, say in the case of a recalcitrant or defiant member acting contumaciously, and in order to meet a case of this kind a By-law could easily be drafted in the usual phraseology and inserted at the end should it be deemed desirable. The enforcement of a By-law of this character could not, however, be undertaken without legal proceedings being instituted against an offending member of the Council, and the Council would in such cases be the body to direct proceedings to be taken ; consequently I pointed out that it might safely be assumed that no proceedings of a vexatious or irritating character would be instituted, whilst on the other hand the insertion of a By-law as indicated might possibly act as a wholesome deterrent in preventing unseemly behaviour should such develop. Personally, however, I did not view the insertion of such a By-law with any favour, as the maintenance of order and decorum might very well, in my opinion, be left to the authority of the chair and the good sense of the members of the Council, and no such By-law was proposed.

Under the code of By-laws previously in operation and gazetted in June, 1901, it was provided that any one of the By-laws might at any meeting of the Council be suspended *pro tempore* provided that at least three-fourths of the members present shall agree to such suspension. Having regard to the provisions of this By-law, any member of the Council desiring to introduce any special business or matters of urgency proceeded

forthwith to move the suspension of the Standing Orders, and upon the requisite majority being obtained the By-laws were suspended accordingly and the special business thereupon introduced.

I never entertained any doubt as to this By-law being *ultra vires* of the Council, as the Sydney Corporation Act, section 67, expressly provides that *no* business shall be transacted at a meeting other than that specified in the summons relating thereto except in case of a quarterly meeting, business prescribed by statute to be transacted thereat. It is, therefore, quite incompetent for the Council by by-law or resolution to over-ride the statutory provisions of an Act of Parliament and to transact any business other than that specified on the business paper. The draft By-laws submitted remedied this anomaly while providing that certain of the By-laws which do not conflict with the provisions of the statute might be suspended.

In this relation I may even now intimate that to my mind, while it is competent for the Lord Mayor to direct the attention of the Council to any matter or subject within its jurisdiction or official cognisance by a minute in writing signed by himself, it is not competent for the Council to take action on any minute so introduced unless the subject matter of such minute is mentioned on the business paper and notice thereof given to the members of the Council in accordance with the provisions of the statute.

The By-laws Committee made very few alterations in the draft submitted for consideration, the principal amendments being as follows :—

By-law No. 16 in the code and 14 as originally drafted read as follows :—

11. If the Lord Mayor or Chairman at any meeting of the Council shall be of opinion that any motion or business proposed to be made or transacted thereat is of an objectionable character, it shall be competent for him either before or after the same is brought forward to (a) declare that the same shall not be entertained, or (b) if he shall so elect, put it to the vote, on which no discussion shall be allowed whether the same shall be entertained or not, and if a majority of the members present decide not to entertain such motion or business, the same shall be considered as disposed of for that day.

The By-laws Committee decided to amend this by striking out all the words after the word “entertained,” and inserting the following in lieu thereof :—

- “ Provided always that it shall be competent for any member of the Council to move dissent from the declaration made from the chair, whereupon the motion to dissent shall be forthwith put without debate, and in the event of the same thing being carried by a three-fourths majority of the members present and voting, the business referred to shall thereupon be entertained, but not otherwise.”

The By-law as amended was subsequently adopted by the Council.

The By-laws Committee also inserted a new By-law at this stage, numbered 18, in the consolidated code, which reads as follows :—

- “ It shall be competent for the Lord Mayor or Chairman immediately after the reception of the reports of Committees to call over the notices of motion appearing on the business

paper, in the order in which they appear thereon, and in the event of there being no objection taken, such motion shall thereupon be declared carried."

In the original draft By-laws, No. 40 and No. 41 were inserted as follows :—

"Any meeting of the Council which has sat continuously for three and a half hours shall stand adjourned, unless an absolute majority of the members of the Council shall be then present, and by vote of a majority of those present without debate on question put from the chair without motion, determine to continue the sitting, provided always :—

- (a) That whether the sitting is continued or not, unopposed business shall be taken before the Council shall adjourn.
- (b) That no opposed business shall be taken if, at any time after such continuous sitting, the number of members present shall be less than the majority of the whole Council.
- (c) That no business shall be deemed to be opposed unless objected to by at least three members.

"It shall be competent for any member of the Council, at any time after the Council has sat continuously for three and a half hours, to draw the attention of the Lord Mayor or Chairman to the fact that an absolute majority of the members of the Council is not present. The Lord Mayor or Chairman shall thereupon count the members present, and if it be found that an actual majority is not present, he shall, after taking unopposed business, declare the Council adjourned. No such count shall be repeated within an interval of less than half an hour."

As finally settled and determined by the Council the By-law now reads :—

"Any meeting of the Council which has sat continuously for three and a half hours shall stand adjourned, unless a majority of the members of the Council then present, by vote on question put from the chair, without motion, determine to continue the sitting, provided always :—

- (a) That whether the sitting is continued or not, unopposed business shall be taken before the Council shall adjourn.
- (b) That no opposed business shall be taken if, at any time after such continuous sitting, the number of members present shall be less than the majority of the whole Council.
- (c) That no business shall be deemed to be opposed unless objected to by one member of the Council."

The necessity for a By-law of this character has for a long time been plainly apparent, and in its operation since its adoption it has worked remarkably well and without occasioning obstruction to the business of the Council. It may be added that By-laws No. 40 and No. 41 in the draft were exact copies of the By-laws in operation under the London County Council, where their operation has hitherto been attended with results of the most satisfactory character.



Since the passing of the By-law, a question has arisen as to what constitutes a majority of the whole Council, seeing that the quorum of nine members is fixed by statute, and having regard to the provisions of the statute it has therefore been urged that the Council must proceed with opposed business in the event of nine members being present, and that the Council had in effect no power to make a By-law over-riding the provisions of the statute. The City Solicitor, on being consulted, stated that he considered the By-law quite in order, as it was a regulation for the conduct of business after a certain specified and reasonable time, and did not supersede the statute as regards a quorum for the transaction of business.

By-law No. 99 in the code was originally drafted in the following form :—

“ If disorder should arise at any meeting of the Council, the Lord Mayor or Chairman, acting on his discretion, may, as a matter of right, quit the chair, and announce the adjournment of the meeting, and by that announcement the meeting shall be thereby immediately adjourned, and no business subsequently transacted shall be recognised or valid.”

On consideration, however, the By-laws Committee decided to amend it to read as follows :—

“ If disorder should arise at any meeting of the Council, the Lord Mayor or Chairman, acting in his discretion, may, as a matter of right, quit the chair, and announce the adjournment of the meeting for a period of fifteen minutes, when the Council shall re-assemble and decide upon question put from the chair, without debate, by a majority of the members present, and voting whether the business shall be proceeded with or otherwise.”

The By-law as amended was subsequently adopted by the Council.

In the draft By-laws it was proposed that it should be competent for any member of the Council at the close of any speech to move at any time during the debate, whether there be an amendment under discussion or not, that the Council do proceed to the next business. It was also provided that under certain conditions particular business which might not be ripe for public discussion should be transacted in private.

The By-laws Committee confirmed the draft By-laws on these points, but on being submitted to the General Purposes Committee they were rejected, consequently there is no regulation either with regard to the previous question or proceeding to the next business, except in the form of ordinary amendments to a motion or substantive motion, and neither of such amendments could be moved in the case of another amendment being before the Council.

The By-laws Committee decided that in the interests of the Council it would be desirable to restrict the number of Committees to five, including the General Purposes Committee, these Committees being the Finance Committee, with control of the Town Hall Organ as heretofore, the Works Committee, the Health and By-laws Committee, with control of Parks and Reserves as before, and the Electric Lighting Committee ; and the By-law constituting such Committees was subsequently approved and adopted by the Council.

Reference has already been made to By-law No. 266 in the draft and 249 in the code relating to the inspection of books of accounts, minutes, etc., and this By-law was approved and adopted by the By-laws Committee and the Council, and will no doubt have a salutary effect.

In draft By-law No. 267 it was provided, in accordance with the recognised precedent established and rigidly maintained by the London County Council, that no person should be allowed to be a candidate for any office or situation in the gift of the Council and who has been so within twelve calendar months of the date of the vacancy. I confess that I did not anticipate approval being given to a provision of this character, but the By-laws Committee on consideration of the draft thought the provision would be useful, and decided to accordingly recommend the By-law to the General Purposes Committee for adoption, modified by the substitution of six calendar months instead of twelve. On the recommendation coming before the General Purposes Committee, the proposed By-law was eliminated; consequently under the conditions now prevailing it is competent for a member to be present and take part in determining a position and the salary to be attached thereto, and immediately after resign with a view to becoming a candidate for the position which he himself may have assisted in creating and regulating. This is open to abuse.

The question of personal canvassing for appointments in the gift of the Council is a matter which has for many years engaged the serious attention of Municipal Councils in Great Britain, and in order to give the Council an opportunity of considering the question and freeing themselves from what some consider an almost intolerable burden, I inserted in the draft By-laws a By-law to the following effect:—

“Personal canvassing for appointments in the gift of the Council shall be strictly prohibited and will be deemed a disqualification.” This is the most modified form in which this By-law is usually drafted and approved in England, but in many of the large County Councils and Municipal Councils it is even more comprehensive and prohibitory in its provisions. In such cases the By-law reads:—“Personal canvassing directly or indirectly for appointments in the gift of the Council shall be strictly prohibited and will be deemed a disqualification.” The By-law in one form or other is almost universally adopted, it being generally recognised that in order to ensure for all applications strictly impartial consideration on the merits, and on the merits alone, without regard to personal influence or interest, and to free the members of the Council from any suggestion or taint of patronage or favouritism being exercised on behalf of any candidate, constituent, or otherwise, all candidates should be treated alike, and personal canvassing absolutely prohibited, and a breach of this condition very properly disqualifies the applicant. It may be urged—indeed it has been urged—that a By-law of this character is too drastic and unnecessarily severe, but it is a By-law which in my opinion is essentially necessary, having for its sole object the placing of all candidates on an equal footing; and in giving this opinion I do so as the result of nearly thirty years’ experience of various methods of appointment to office. As another instance involving radical changes in constitution and practice and bringing matters into harmony with general municipal custom, it is gratifying to be able to report that the By-laws Committee made a recommendation to the General Purposes Committee that the By-law should be adopted without amendment.

On being submitted to the General Purposes Committee the proposed By-law was rejected, and by the policy of negation followed by the Council a much needed instalment of reform is necessarily delayed and gives colour to the suggestion that the Council by its vote invites and approves personal canvassing for appointments.

The draft By-law No. 269, inserted so as to be consistent with a previous decision of the Council, reads as follows :—

“Any employee under suspension who shall during the period of such suspension approach or interview any member of the Council will be subject to immediate dismissal by the Town Clerk.”

The By-laws Committee approved the By-law, but on coming before the Council it was summarily rejected. At the same time it is but right to point out that the former decision of the Council has been affirmed, although the Council decline to make it a By-law.

The By-laws were finally approved and adopted by Council on the first day of December, 1903, and it is especially pleasing to state that they were duly approved by His Excellency the Governor, with the advice of the Executive Council, the representative of the Attorney-General agreeing that the advantages enumerated in my report were sufficient to justify the inclusion of statutory provisions in the code of By-laws, and they were included accordingly.

On the whole, as the author of the compilation, I think there is every reason to be satisfied with the code of By-laws as finally settled and determined, and that, whilst not as perfect as they might be, they are in many respects a distinct improvement on the series previously in operation.

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#### LEGISLATIVE—BY-LAWS, STREET REGULATION.

The danger and inconvenience arising from the practice of swinging, lowering, and hoisting goods and material across or over the public way was brought under the notice of the Council during the year, and a by-law was framed to meet the circumstances. By-laws were also framed with the object of prohibiting the use of hook planks or other contrivances across the footway of any public way to the inconvenience or danger of persons passing upon such footway, and also prohibiting the use or throwing any sand or paint over or above any public way, for the purpose of the construction, completion, repair, cleansing or adornment of any building, to the annoyance, inconvenience, or danger of persons passing upon such public way. These By-laws were duly adopted by the Council, approved by the Attorney-General and confirmed by the Executive Council, and came into operation on the 15th May, 1903.

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#### LEGISLATIVE—BY-LAWS, GARBAGE RECEPTACLES

Difficulties having arisen with regard to enforcing the By-law with regard to providing and maintaining in good order and condition sufficient numbers of suitable covered boxes or bins for the reception of garbage and refuse, it was decided on the recommendation of the City Solicitor to recast the By-law in extended form.

The By-laws Committee having considered the question, amended By-laws were drafted accordingly.

These By-laws, which were adopted by the Council and subsequently approved by the Attorney-General and confirmed by the Executive Council, provided that every occupier of premises in the City shall, within seven days of the service upon him of a notice signed by the Town Clerk, provide a sufficient number of receptacles, of rigid metal and cylindrical in shape, and each of a capacity not exceeding two cubic feet, for the reception of the garbage and refuse arising upon such premises ; that such occupier shall cause all refuse or garbage receptacles to be furnished with a cover fitting as closely as practicable, and shall cause such receptacles to be continuously covered save when garbage or refuse is being deposited in or discharged from the same. On general lines the administration of these new By-laws has been found much more satisfactory than was the case under the old By-law.

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### PUBLIC ABATTOIRS.

In May last year the Lord Mayor and the State Treasurer had an interview with reference to the control of the abattoirs by the City Council. The Lord Mayor in referring to this interview strongly emphasised what was said last year on the matter, as although the abattoirs were now controlled by the Board of Health, he was convinced from precedent and experience that they should be controlled by the City Council. In the event of the control being vested in the hands of the Council it will be necessary for the Council to have some assurance from the Government that the work of slaughtering for the metropolitan area should be confined entirely to the abattoirs. The erection of the necessary buildings will call for a very considerable outlay of capital, and there must be a reasonable hope of the Council being able to recoup itself for the outlay. The Lord Mayor also stated that he did not approve of the present Government scheme in its entirety. For instance, the establishment of a meat market in the vicinity of the abattoirs would not be advisable. A meat market should be in a position in which it should be readily accessible to the people ; it should be in the City, and it should be so placed that all the meat could be conveyed by rail from the abattoirs and sold to the people with as little handling as possible. It is true that in many towns in Great Britain markets are naturally associated with abattoirs, although in a majority of cases the market rights exercised by local authorities are in respect of markets and fairs used for the sale of other things than cattle and meat. As a general rule municipal markets are a source of profit to the authorities, but the main benefits derived are cleanliness, public convenience, and the protection of the purchaser from unsound food. But the testimony is universal that the central meat market should be centrally situated in the City.

My views on the question of the municipal control of abattoirs are now fairly well known. Shortly after the publication of my Annual Report for 1902 a communication appeared in the columns of the public press admitting that I had dealt fully with the question from my own points of view, and likewise admitting it to be one of the functions of a City Council to control abattoirs, sale yards, meat markets, inspection of meat and butchers' shops, but this admission was qualified by the remark that circumstances alter cases. That I cannot for one moment



admit. It is either a municipal function or it is not. It is admitted that it is, and no amount of sophistry can alter the fact. In this case the circumstances are such as to warrant the immediate transfer to the City Council of the abattoirs, provided terms can be mutually arranged. The idea that the Government should resume the sale yards and the meat markets, now let to Messrs. Birt and Company, and then hand the same over to a commission of two practical gentlemen in trust, to be worked for the benefit of the trade and the Government conjointly, is as impracticable as it is ridiculous. So long as the trade are protected it matters not what becomes of the community as a whole! The very suggestion to perpetuate the existing evils concomitant to dual control and arising from irresponsible non-representative government by board or commission is quite sufficient to make the proposal abhorrent, and to demonstrate the utter impracticability of it and to preclude the necessity for further comment. The communication referred to betrayed such a lamentable ignorance of the conditions prevailing with regard to the system of inspection in operation in the City, at least, as to call for no further notice, and whatever argument is perceptible tends to unintentionally support the system of municipal control as carried out in Melbourne, and in that respect, but in that respect alone, I concur in the views expressed.

The circumstances connected with the laborious inquiry instituted by the Parliamentary Standing Committee on Public Works on a reference from the Legislative Assembly with regard to considering and reporting upon the expediency of removing the public abattoir from Glebe Island and re-erecting the same on a more suitable site in the neighbourhood of the Corporation Sale Yards at Homebush, or other suitable locality, are well known to the Council. The reference was made in August, 1900; the first meeting of the Committee was held on 27th February, 1901; the sittings extended over many months, the last sitting being held on 14th May, 1901. Evidence of a most voluminous character was submitted by one hundred and eleven witnesses, and on the 16th June, 1902, the Public Works Committee presented their report to Parliament, in which it was set forth that after due inquiry the Committee had resolved that it was expedient the abattoirs should be removed from Glebe Island, and that new buildings should be erected on Homebush Point in close proximity to the existing cattle saleyards. With regard to the question of the control of the abattoirs, the Committee confined themselves to reporting the views submitted to them in evidence, but it did not make any recommendations thereon.

In September, 1902, the Council approached the Government on the matter, when the Hon. the State Premier, Sir John See, K.C.M.G., stated in reply that he thought the abattoirs should be controlled by the Council, but he could not definitely promise that this would be done. He, however, promised to bring the matter before his colleagues in Cabinet, and he would do all he could to expedite the matter, and hoped to be able to give the Council an answer that would be regarded as satisfactory. Similar representations were again made in 1903, and a similar answer returned, and from another member of the Ministry an intimation was received that the abattoirs would probably be transferred to the City Council. Untoward influences were, however, speedily at work—untoward influences which it may and probably will be my duty to expose some day in the public interest, and should it be necessary I will have no hesitation in doing so. In the meantime dissatisfaction continues to be expressed in unmeasured terms in the western suburbs at the apparently

unnecessary delay being experienced in the removal of the abattoirs. Nearly four years have elapsed since the reference was made by the Legislative Assembly to the Standing Committee on Public Works, and two years have elapsed since the report of the Committee was presented to Parliament ; the sittings of the Committee have been an extravagant charge on the public purse, a charge which would be justified if action were taken or intended to be taken in carrying out the recommendations of the Committee, but which can only be designated by a much stronger name—wilful waste and extravagance when the report is being treated as so much waste paper ; the time of one hundred and eleven witnesses, many expert and professional, counts as nothing.

It will be patent to everyone that there has been a considerable lapse of time since the Public Works Committee approved of the Homebush Bay site, selected on the strong evidence submitted as being the best and most suitable, and most conveniently situated, but no anxiety, no desire on the part of the responsible authorities has been manifested to carry out the recommendation, and the recommendation is shelved. It is to the recommendation made by the Committee, which is in harmony not only with the trend of evidence but with public feeling and public sentiment, from which relief must come, and the public of most of the suburbs have anticipated the carrying out of this recommendation as a means of affording relief from the cattle driving nuisance. There is a growing feeling of unrest, and the delay is certainly discreditable to those most immediately concerned when the anxiety to carry out other works of less public importance is considered. The intolerable nuisance created by driving cattle through the main thoroughfares of the suburbs is becoming more intensified and much more aggravated with the growth of population, and it is a well-known fact that narrow escapes on the part of children are almost of daily occurrence. During last year it was proposed once again to convene meetings in the centres most affected and to endeavour to devise some means whereby an understanding will be arrived at as to when the work will eventually be put in hand. All expert witnesses of any standing were agreed that the selected site is an admirable one in all respects for the erection of public slaughter-houses. It is far removed from populous centres, although within reasonable distance of the railway and saleyards, and the waterway between it and the City is a perfect one. Besides all this, nature has left the banks of the river inlet which forms Homebush Bay in such a condition as to render the work of wharf construction comparatively easy. With these facts in view, is it to be wondered at that many sections of the public are clamouring for the inevitable " something " to be done, and that at the earliest possible moment ? Is it to be wondered at that the delay is looked upon as mysterious, and that enquiries are being repeatedly made as to the why and the wherefore, and as to the potentiality of the apparently inscrutable influence, the personal equation which has been deliberately—I use the word advisedly and repeat it, deliberately—exercised to retard the movement and to render the painstaking and searching investigation of the Standing Committee on Public Works nugatory ?

On the question of municipal abattoirs generally, Great Britain is undoubtedly behind her foreign neighbours in regard to abattoirs, but even there steady and, in many respects, even rapid progress has been made, and it is not difficult to realise that the private slaughter-house is doomed to extinction before many years, at least in all the large cities and towns. Sixteen years ago, the number of towns, large and small,

which had borrowed money for the erection of abattoirs was only twenty-seven, nine years ago the number had increased to forty-eight, and at the end of 1903 this number had been largely increased. The figures just quoted do not include towns in which municipal abattoirs had been built without application being made to the Local Government Board for special loans. The greater part of the slaughtering in London is done in private slaughter-houses, but there are two semi-private ones at Deptford, for imported cattle, and Islington belonging to the City Corporation.

In Glasgow the Corporation owns three abattoirs, which are at the present time being extended and improved, beside an abattoir at the foreign cattle wharf. The receipts from the abattoirs last year amounted to £11,315, and the expenditure, exclusive of interest, to £5,779, the number of animals slaughtered being 386,206. In Edinburgh the number of animals slaughtered last year in the municipal abattoirs was 218,000, the receipts from rents, dues, etc., being £4,450, and the expenditure, £4,489 18s. 7d. In Dublin the revenue for the year was £2,106, and the expenditure £3,062. In Manchester the finances of the abattoirs are included in the figures published in connection with the market accounts, the abattoirs and carcase market being combined. The income last year was £11,990, and the expenditure £7,294, to which has to be added proportion, not stated, of interest and general charges. In Salford the tolls from the lairs and abattoirs under the markets department of the Corporation last year were £1,645; expenditure, including £472 in interest, £1,992. Whilst Great Britain has made good progress in recent years in the municipalisation of public abattoirs, that progress has been more marked on the Continent of Europe. Cases in point may be mentioned at Frankfurt on the Maine, Halle, Leipzig, and Wiesbaden, in relation to which I have received much useful information supplementing and confirming my personal knowledge from Mr. Thomas Blashil, F.R.I.B.A., Superintending Architect of the London County Council. All of these abattoirs have been provided on different scales, according to their importance, with public abattoirs that agree in principle with a very large number constructed in many German towns, great and small.

Although it is conceded that an abattoir is not a nuisance in the ordinary acceptation of the term, with few exceptions modern abattoirs are built at a fairly good distance from suburban buildings. As a rule the abattoirs are placed in connection with a line of railway by which cattle are brought to the market, and in some instances the market buildings form an adjoining ground. The buildings of the abattoir include lairs of animals about to be slaughtered, separate places for such as are unsound, slaughter-houses for different kinds of animals, cold storage for meat, buildings for the treatment and disposal of offal and offensive products, accommodation for vehicles, horses and dogs of the butchers, market rooms with restaurants, banks and railway offices. There is an ample water supply, steam power for the production of ice and the maintenance of a low temperature in the cool chambers and for all other purposes, and an installation of electric light. At Leipzig electric trams from the town have their terminus in the very centre of the establishment.

The ample area which has been acquired for the larger abattoirs has enabled the buildings to be placed at a considerable distance apart. The slaughter-houses and the more important buildings have paved thoroughfares between them, equal or superior in width to the finest streets



in London. At Leipzig the entrance roadway, which runs into the centre of the market, is one hundred and fifteen feet in width, and the ordinary roadways are from forty to fifty or sixty feet. In general the buildings are grouped so that those which are used for different purposes are not joined together. Thus the circulation of air in the open spaces is amply secured, and all the buildings are well lighted and ventilated. In the opinion of the Superintending Architect of the London County Council it may be a question how far the wide spaces noticed are really necessary. In some cases the arrangement is more compact, but these are usually of smaller dimensions and of an older type, and where land is dear this compactness will be an important consideration.

There is in general a great similarity in the style of the architecture, which is handsome and gives an impression of the importance of these establishments. The buildings compare with the finest hospitals or asylums in England, and it is evident that expense has not been spared in obtaining solidity and efficiency of construction and arrangement.

Although care has been taken to keep these great establishments some distance away from private buildings, there has never been any objection evinced on the part of private persons to build and live near the abattoirs, for new streets are laid out and new groups of factories, shops, offices and residences are erected, and, in fact, new suburbs are springing up in immediate contiguity to the entrance gates themselves. This results no doubt partly from the business which in Germany springs up in connection with such establishments, but it is very largely attributable to the care and attention which has been devoted to their appearance and to their freedom from any cause of offence. The great distinction between the old style of slaughter-houses, whether in private ownership or in a public abattoir under municipal control, and the slaughter-house of modern design, lies chiefly in the interior arrangements of the buildings. In place of a compartment enclosed for the separate use of each butcher, which in the past was usually ill lighted, and which offered no facilities for meat inspection, there is for each kind of animal one spacious and lofty hall, amply lighted and well ventilated, in which inspectors can see everything that is taking place. In the hall for oxen a broad walk runs along the centre. On one side of this the animals are killed; on the other side the meat is in the first place hung to cool naturally during some hours. The columns which support the roof serve to mark out the space to be used by each butcher. Every step in the killing of an animal and the treatment of the carcase and the offal is fully open to view. There are on the columns separate hooks on which each part of the viscera that has to be inspected must be hung. The inspector passes along the central walk, and if satisfied stamps the carcase, which cannot be dealt with as food without such authorisation. If he is not satisfied, portions are cut off for examination in the laboratory. If the meat has to be condemned it is at once removed for disposal according to regulations. This is the important matter for securing that the meat is wholesome. The inspection of the smaller animals is conducted in an exactly similar manner.

Besides the slaughtering of animals, there is another very important department of the abattoir. It is the place to which the flesh of all animals not there killed has to be brought for inspection. Meat which has already been inspected under a proper authority at another town is easily accepted upon the evidence of the stamps that have been applied to it. On the other hand there is in some places a very large trade in the export to other places of meat killed in a large abattoir. At Frankfort



a very large percentage of the meat killed is sent away. The public abattoir is the only place in which an animal can be slaughtered for food, whether it is imported or has been kept within the municipal area.

In Birmingham the system described has been very completely carried out. But it has not been possible at Birmingham to provide the extensive spaces between the different buildings which are almost invariably provided in Continental abattoirs recently built. All architects are agreed that there are several questions of a practical nature which must be considered in much greater detail than can be set out at the present stage. The proper dimensions for the various buildings can only be finally settled after the extent of the undertaking has been determined upon; but the relation of the buildings to each other, so as to facilitate the whole of the business of slaughtering, meat inspection, and disposal of the refuse, is a point which is well illustrated by some of the abattoirs referred to. The business of killing and disposing of the carcasses of animals is one which beyond most other businesses is liable to be carried on in an offensive manner. Indeed, it is exceedingly difficult to carry it on without offence. In abattoirs on the Continent which are not constructed on the modern system sights as offensive and nuisances as obnoxious can undoubtedly be seen, but there is not in any of the modern abattoirs which I have seen the least offence to sight or to smell beyond what is inseparable from the slaughter of an animal. At the busiest hour of one of the busiest days in Leipzig animals were being taken on foot or in trucks on tram lines from the lairs to the slaughter-houses, but beyond this there was nothing to be seen that would indicate what was going on in the slaughter-houses. There was very little noise and no disorder, and the roads were kept scrupulously clean. The employees and men were suitably and respectably clad. All cattle were fitted with a proper mask in which they are killed.

▲ The necessity of abattoirs of the modern type on the score of health is beyond argument. Where slaughtering was done openly in well lighted halls the whole arrangements are more systematic and cleanly. In such circumstances there are no means of concealing slovenliness or dirt, and a proper supervision ensures that the least possible amount of dirt is produced. All subsequent operations as to cold storage of the meat and dealing with the offal are, of course, much facilitated by the arrangements of a public abattoir. As regards the local butchers, there is plenty of independent evidence available that while in many instances municipalities make a profit from an abattoir, the butchers prefer the arrangement, because at a moderate cost they are relieved from the trouble and expense of a private establishment. They find it convenient to keep their meat stored in the cool chambers of the abattoir, fetching it away as they require it. In every butcher's shop there is a cool chamber for storing a small stock of meat, and the municipality supplies them with ice of its own manufacture on moderate terms. The supply of meat from the abattoir is kept up by means of light closed vans handsomely got up and bearing the name and telephone number of the butcher. It is not usual to expose carcasses in open vans. In cases where butchers have their own private slaughter-houses, which would be dispensed with on the establishment of a public abattoir, it would be comparatively easy to meet their convenience by arranging in any new abattoir that anyone having sufficient business should have the exclusive or preferential use of lairs and places for slaughtering on terms and conditions suitable to the circumstances.

The opinion of important municipalities is shown by the way they are dealing with the question, and is of some significance.

In Buda-Pesth the abattoirs entirely agreed with the general description and procedure just detailed. Indeed the slaughtering was even more carefully done than seen any where else. Strasburg not many years ago constructed an establishment of the improved type, and Cologne was another city which has done the same thing, the abattoirs on the occasion of my visit being up to date in every respect. At Brussels the extensive abattoirs which I had the privilege of inspecting consisted of separate killing shops, but subsequent to my visit a movement was initiated for reconstructing them on the modern principle, and a private society put up a small abattoir as an example to the municipality. The great abattoirs of La Vilette, Paris, have been supplemented by a new establishment in the southern part of the city, and this again has been carried out entirely in accordance with the requirements and designs of the greatly improved modern system.

It is also a significant fact that all the modern abattoirs that I have seen and inspected—and they include a considerable number in England and Scotland and on the Continent of Europe—were erected with ample means for extension should that be necessary. At Frankfort I was particularly struck with this, and also at Wiesbaden, at both places extensive additions having been carried out. At Leipzig designs were prepared and ready for a large extension, since, I believe, carried into effect. In numerous smaller towns new abattoirs were in course of construction, and it seemed to be a generally accepted fact that before 1910 no town in Germany, large or small, would be without its municipal abattoir establishment. Great Britain may be, and no doubt is, behind many Continental cities in the matter of the municipalisation of public abattoirs, though Great Britain has made rapid strides to remedy the accumulated neglect of years; Sydney is undoubtedly behind Melbourne and Launceston; Sydney is also behind—and very far behind—Great Britain, and not only so, but Sydney in this matter, as in many other matters in relation to municipal work, is behind the whole civilised municipal world, chiefly owing to lack of the necessary powers.

It is no pleasure to me—far from it—to make these straight observations, but there are occasions when certain subjects must be ruthlessly exposed in all their nakedness to the public gaze, and this is one of those subjects; and I therefore make no apology for submitting the facts as they present themselves to me after close study and observation, retrospective and reminiscent.

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### GREATER SYDNEY.

In my Annual Report for the year 1902 I had occasion to deal very fully, and, in the opinion of many, very conclusively, with the question of a Greater Sydney, and in the course of my observations I stated that as regards the method of bringing about a Greater Sydney it was contrary to human nature to expect suburban aldermen to commit municipal suicide by mutually agreeing to perform the happy dispatch and extinguish themselves; and on this question I indicated that the example of London, of which I then furnished ample and convincing proof, might well point a moral and adorn a tale. I have seen no reason to change my opinion in the slightest degree; on the contrary, the further experience of local

conditions and local circumstances during the past year has merely served to strengthen, intensify, and confirm my view. What I expressed last year after strong conviction, and as a student of human nature as well as of municipal institutions, I unhesitatingly adhere to, especially after personal observation and experience of the abominable conditions prevailing in certain suburbs in the immediate neighbourhood of Sydney, which for the present shall be nameless, but which may be divulged when the proper time arrives. Again, after two years' experience of local circumstances, I confirm my previously expressed opinion in favour of unification, as against what I believe the untenable principle of federation, the adoption of federation being merely the adoption of a system having a direct tendency to perpetuate existing evils, and consequent extravagance. I favour and advocate the principle of unification after nearly thirteen years close and intimate study of every phase of municipal politics, municipal institutions and municipal functions of every character, and the administration of municipal law coming within the cognisance or purview of an executive officer of a municipality. It is true that I cannot lay claim, like some of those who hold contrary opinions, to possessing what has been euphemistically termed an intimate knowledge of the temperament of the people; and whilst one distinguished apostle of federation, in a sudden excess of zeal, has declared it gratuitous on my part to infer that suburban aldermen are more tenacious of the little honour that titles give them than they are willing to embrace the unification theory which I propounded, I not only admit the inference but still adhere to the view expressed, and which experience has clearly demonstrated to be correct in every particular, because suburban aldermen are not likely to consent to be relegated to obscurity and hide their light under a bushel. Others possessing a more intimate knowledge of the temperament of the people, and better qualified than myself to judge, have generously confirmed my opinion, and have borne unsolicited testimony to its accuracy and to the utility of unification as compared with federation. Whilst it may be acknowledged that certain suburban aldermen may be—and some undoubtedly are—actuated by motives of public spirit and public interest as distinguished from the accepted ideas dominating Little Pedlington municipal boroughs, quite as much as any other aldermen in the State, indications of the exercise or existence of this vaunted public spirit and the public interest are, forsooth, distinguished by their rarity, and in the majority of instances by their unexplained absence. Evidence of that public interest and public spirit which characterise and dominate the average suburban alderman are, alas! too frequently manifested by direct opposition to the advice of the Board of Health in deliberately ignoring the instructions of its responsible officers, and characterised by unreasonable resentment where salutary by-laws have been suggested for adoption in the public interest, and by wantonly permitting the prevalence of dirt, dangerous overcrowding, and defective sanitary administration almost amounting to criminality, with streets, lanes and gutters, reeking in wet weather with all sorts of foul and filthy exhalations and refuse abominations. I could write much more on numerous palpable suburban delinquencies, sins of omission, and sins of commission, but for the present refrain, though a time will most assuredly come when truth must have its way, and in the interests of the City, if not of the metropolitan area generally, the defaulting boroughs exposed to public criticism and opprobrium.

It is not my intention on the present occasion to enlarge at length on the question of a Greater Sydney. I said quite sufficient last year in



plain and unmistakeable language, supported by proof which cannot be gainsaid or truthfully impeached, to afford plenty of material for matured thought and plenty of scope for drastic action. As a consequence thereof it is true that a passing breeze sprang up, a mere momentary interest was aroused, but the normal calm soon asserted itself and nothing further has transpired, and beyond the enunciation of the customary platitudes, no permanent benefit has resulted, and pessimistic though it be, is not, as far as can at present be seen, likely to result. A Select Committee of the House of Assembly—a Committee which proved to be an abortion so far as the subject matter of reference was concerned—conceived in ignorance and shapen in a meteoric blaze of notoriety—Ajax defying the lightning—was suddenly called into being in 1902, and has, as many prophesied on its announced advent, since become defunct—the blaze fizzling out and ending in smoke without having accomplished one scintilla of its pronounced mission of municipal regeneration. That Committee appears to have died a natural death from the inevitable result of senile decay—died unwept, unhonoured and unsung; the “dog has returned to his vomit again and the sow to her wallowing in the mire,” and the Greater Sydney of the Select Committee, which was appointed with such *eclat* and such a flourish of clarion-tongued trumpets, and which presumably found the subject beyond its comprehension, has been apparently relegated to oblivion, there “to lie in cold obstruction and to rot.” A Convention has been foreshadowed—a Convention, the presumed panacea for all the ills which municipal administration is heir to—but the promise of that Convention of all the talents from which it was hoped a practicable and workable scheme would be evolved, has hitherto proved a promise and nothing more; and when that Convention comes, if ever it does come, I am sceptical enough to state that in my opinion it will prove abortive, and that no advantage will be derived from it owing to the internecine jealousy which exists and which cannot be delayed. I should gladly welcome the promotion of any means other than hysterical fads and chimerical fancies which would raise Sydney to anything approaching an ideal municipality on a more exalted plane; but truly “hope deferred maketh the heart sick,” and I am fain to confess that I personally have no faith in Select Committees or in Conventions. The experience acquired in England in relation to the interminable farcical proceedings of Royal Commissions, Select Committees, Conferences and Conventions, with the inevitable policy of negation which has been the result, has been more than verified in Sydney, where a “do nothing” policy is practically supreme. And this being so I see no reason to recede one iota from the stand I took last year after mature consideration conjoined with experience in similar movements—namely, that the real constitution of a Greater Sydney is one which ought to be undertaken by the Government of the day, irrespective of party and political considerations, with a broad and comprehensive scheme completely ignoring party politics, and local jealousies that the question should be approached once and for all, if such a thing is possible, in a patriotic, businesslike and statesmanlike manner, in the best interests of the metropolis of New South Wales as a whole, “the greatest good for the greatest number,” so as to create a city with enlarged powers of civic government worthy of the name—powers and jurisdiction which I have said elsewhere would enable Sydney to take and maintain its proper civic position amongst the great cities of the world, a position which it at present does not and never will under present conditions occupy municipally.

A well-known politician of the first rank, and a reputed leader of men in political light and cultured political thought of the highest calibre, yet



with ignorance sublime, recently declared in dulcet tones to a suburban audience that the City of Sydney was an "ideal municipality," and that there was no need for a Greater Sydney. Truly where ignorance is bliss 'tis folly to be wise, and yet this prominent politician, with a boasted knowledge of municipal conditions, which can only be superficial and elementary, aspires to distinguished statesmanship in controlling and directing the destinies of the State, while manifesting complete ignorance of the municipal condition of Sydney and its elementary administrative functions in a corporate capacity. The force of folly could no further go.

In connection with a suggested Greater Sydney, it is interesting to quote certain pertinent observations which appeared in the *Bulletin* in July, 1903, and which confirms the views I have hitherto held on the subject. In commenting upon a case which came before the Magistrates, the *Bulletin* stated that the difficulties in regard to health administration in Sydney, under the present system of having a herd of little tinpot municipalities, was illustrated by the prosecution of a boiling-down alderman of a suburb in immediate proximity to Sydney for having his fat extracting establishment in a filthy state. The Metropolitan Health Officer testified on oath that the alderman's business premises were filthy, and an Inspector of the Metropolitan Staff confirmed the evidence, but the Inspector of Nuisances for the local Borough Council, of which the defendant was a member, furnished him with a clean bill of health, and furthermore stated that his premises "compared favourably with others." The Bench, however, very properly convicted the defendant in spite of the evidence given by the Inspector of Nuisances. Continuing, the *Bulletin* stated that sanitary administration in Sydney—and by Sydney the suburbs beyond the City boundary are referred to—is left mostly to the local Councils, and it is generally neglected, though sometimes the local Council sins through ignorance because it does not know what cleanliness is. Sometimes its members are themselves the worst offenders against sanitation, and it cannot be reasonably expected that their own employee is going to prosecute them. Sometimes the mutual esteem between alderman and inspector interferes with that remorseless campaign against dirt which modern municipal life requires. The Central Board of Health is able to exercise some check, but it has not a large enough staff or large enough powers to make the check thoroughly effective. As a remedy for the existing condition of things, the *Bulletin* intimates plainly that a Greater Sydney is wanted, and until that time comes there will always be an open door for smallpox and plague, and the Inspector of Nuisances, looking complacently into the defendant alderman's dirty boiling-down establishment, will report to the last that it smells like Araby the Blest.

These strictures may be severe, but they are perfectly justified in every particular, and I cordially agree with every remark made by the *Bulletin*.

And here I leave the subject for 1903. Should I, however, be privileged to write a report on the municipal transactions of 1904 and concomitant circumstances, I shall probably indulge at greater length, and it may be to marshal an array of facts to better purpose on the question of a Greater Sydney.

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### HARBOUR MUNICIPALISATION.

In giving evidence before the Greater Sydney Parliamentary Select Committee, the late Secretary to the Sydney Harbour Trust was reported

to have stated that "the Sydney Harbour Trust could not be efficiently worked under a Greater Sydney administration," and that "in any case no port of the same size and importance in any part of the Empire is administered by a Municipal Council."

Acting under the direction of the Council I had the honour to submit a special report as to the custom obtaining in the principal maritime centres in Great Britain. This report appears in the appendices attached to the annual volume of proceedings issued for the year 1902, and dealt with one specific instance of complete and several instances of modified municipal control as exemplified in connection with the important ports of Bristol, London, Liverpool, Hull, Newcastle-on-Tyne, Cardiff, and Glasgow in the first rank, and Southampton, a port of lesser importance, in the second rank.

The Council by resolution ordered copies of this report to be forwarded to the Hon. the Premier and the Chief Secretary and the Chairman and members of the Greater Sydney Parliamentary Select Committee for their consideration, which was accordingly done, and certain copies were received stating that the subject matter will receive consideration.

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### MUNICIPALISATION OF FERRIES.

With respect to the municipalisation of ferries, in relation to which I was requested to give evidence before the Select Committee of the House of Assembly in relation to the question of a Greater Sydney, I heartily approve of this, as I believe a common public service of this character comes properly within the scope of a municipality. As an example of what is being done in England, it may be stated that the London County Council have very recently decided to establish a municipal steambout service on the Thames, and has obtained powers in the present session of the Imperial Parliament to acquire, take over and administer the rivers, piers, and landing stages on the river Thames, to construct additional piers, and alter the location of the piers from time to time.

Thirty steamers for this purpose, it is estimated, will cost £25,800, and a fifteen minutes' service between Greenwich and Hammersmith is contemplated. The total proposed capital expenditure, according to the original scheme, is £328,000, and the estimated annual expenditure, £98,000. In order to earn an income of £98,000, each boat will have to earn on an average £10 17s. per day, or about 3s. 6d. per mile travelled.

It may be of interest to point out that there are on the Mersey three important passenger steamboat services connecting the Lancashire and Cheshire banks of the river. One is run by the Wallasey Urban District Council and the other two by the Corporation of Birkenhead. Liverpool has a population of about 760,000, while Birkenhead, on the Cheshire side of the Mersey, has a population of about 117,000, and Wallasey a population of about 55,000. The river is about two-thirds of a mile broad at Liverpool.

The Wallasey Urban District Council has a fleet of ten passenger steamers, two luggage steamers, a dredger, and a coal barge. The average carrying capacity of the passenger boats is 1,354, but the latest type has a carrying capacity of 1,831. The boats run to and fro, and from Seacombe

and Liverpool continuously both day and night, at short intervals at the busiest times of the day and at longer intervals during the night. The service to and from New Brighton, Egremont, and Liverpool is run at half-hourly intervals between 7.15 a.m. and 11.15 p.m. on week days (except between 8 and 10 in the morning, and 5 and 7 at night, when the service is a 20 minutes one), and between 9 a.m. and 10.30 p.m. on Sundays.

The distance from Seacombe to Liverpool is about 1,420 yards, while the distances from Liverpool to Egremont and New Brighton are one mile 1,280 yards, and three miles 1,306 yards respectively. The speed varies from about 9 to 14½ miles an hour. At Seacombe no trouble is experienced as regards depth of water, but strong spring tides are felt with full force, whereas at Egremont and New Brighton considerable difficulty is experienced at low water. The number of passengers carried has increased from about 8,000,000 in 1885 to 15,000,000 in 1899. The service is financially a success; the revenue last year from the boats amounted to £76,023 and the working expenditure to £57,896. The interest on loans was £10,192, and payments to sinking fund £11,363. An average profit of about £2,000 is applied each year to reduction of the rates.

The Birkenhead Corporation has a fleet of eleven boats, eight being used for the passenger service and three for vehicular traffic, and two more passenger steamers are being built for the Woodside ferry. The boats have an average carrying capacity of 1,308, but the latest type of boat carries about 1,700 passengers. On most of the boats there are three saloons on deck, namely, a smoking, a general and a ladies'. The mean draught of water is six feet, and the speed about 13 9-11 miles an hour. The luggage steamers have a speed of about 11½ miles an hour.

The distance between the Liverpool stage and Woodside (Birkenhead) is three-quarter miles, whilst the distances between the Liverpool and Rock Ferry and New Ferry are two miles and two and a half miles respectively. There is a range of about thirty-two feet from low to high water on spring tides, the tide running from about six to seven miles an hour. This current retards the speed of the steamer when going against the same, but not to such an extent as to interfere with the regularity of the service. The boats are run at frequent intervals in both summer and winter between Liverpool and Birkenhead, and at longer intervals between Liverpool and Rock Ferry and New Ferry. The New Ferry and Rock Ferry boats commence running at 5.15 a.m. and cease at 11 p.m., but the Woodside Ferry service is worked throughout the whole twenty-four hours. The number of passengers carried has increased from about 5,800,000 in 1892 to about 8,000,000 in 1901, and the boats are well patronised in the winter months.

Notwithstanding the fact that the Mersey railway tunnel, which was opened in 1886, goes directly under the Woodside Ferry track and seriously affected the receipts of the ferry for a time, yet last year the receipts from all sources were greater than those of any previous year before the tunnel was opened. The revenue from passengers by the Woodside Ferry was £31,737; from goods, parcels, and bicycles, £23,169; from the Birkenhead Joint Railways Company traffic, £3,094; hire of steamers, rents, sale of old materials, etc., £1,804, making a total revenue of £59,804. The expenditure came to £35,048. Certain amounts were carried to contingency and depreciation funds, and after wiping off a loss of £3,987 on the two South-end ferries, the surplus profit, amounting

to about £12,600, was placed to the credit of the interest rate account for the whole borough. The income from the above-named South-end ferries was £8,414, and the expenditure £10,566.

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### FREE PUBLIC LIBRARIES.

In the early part of last year it was resolved, on the motion of Alderman Beer, that it be referred to the Health and Recreation Committee to submit a report with an estimate of the cost of acquiring suitable premises to be used as branch lending libraries and reading-rooms, one upon or adjacent to the boundaries of the following Wards, namely, Bourke-Macquarie, Fitzroy-Bligh, Flinders-Cook, Belmore-Phillip, Denison-Pyrmont, and Lang-Gipps, and that the Town Clerk be instructed to submit a report generally on municipalisation of public libraries; and at a subsequent stage it was resolved, on the motion of Alderman Lindsay-Thompson, that in connection with the resolutions of Council, having regard to the establishment of public libraries in the various Wards, it be referred to the proper Committee to consider and report on the feasibility of subsidising existing lending libraries under conditions to be approved by the Council.

Under its present powers the City Council has no statutory authority to establish and maintain in the City or any Ward thereof any free libraries, and it necessarily follows that the Council cannot apply the rates or any portion thereof to subsidising any existing library. Any such application would undoubtedly be illegal, and having these facts before it the Health Committee took no action on the reference.

The Council, however, decided to insert clauses in the Corporation (Amending) Bill to the following effect :—

The Council may establish and maintain in the City, or any Ward thereof, free libraries, art galleries, or museums, which shall be open to the public every day, except Christmas Day and Good Friday, for a stated period, to be defined in each case by by-laws, and without any restriction other than what may be necessary for the preservation of the property therein and the observance of good order.

Whenever a library, art gallery, or museum is established under the preceding section, the Council shall be entitled to receive a grant from the Consolidated Revenue in aid of the purchase of books, works of art, and objects for any such library, art gallery, or museum, of the sum of two hundred pounds.

The Council shall be entitled to receive, without payment, for the use of any such free library, a complete copy of the public statutes, and copies of all publications issued from the Government Printing Office on and after the date of the establishment of such library.

The property of every such library, art gallery, and museum shall be vested in the Council for the permanent use of the public, and the Council, acting as trustees thereof, shall be competent to acquire, possess, and hold property in books,



papers, instruments, works of art, and objects on behalf of such library, art gallery, and museum, by bequest, purchase, or otherwise.

The Council may defray the cost of establishing and maintaining any such library, art gallery, or museum out of the City Fund.

With the passing of these clauses into law, either in the form provided in the Corporation (Amending) Bill or in a special Libraries Bill, there can be no doubt but that from the educational standpoint considerable advantage would accrue to the student and reading public of the City of Sydney.

In connection with the Select Committee of the House of Assembly appointed in 1902 to consider the question of a Greater Sydney, I was called upon to give evidence with regard to the working of free public libraries in England, and to furnish a statement with regard to the legislative enactments in operation relating thereto, and this evidence and statement was furnished to the Committee in due course, but from that day to this nothing further has been heard of the matter. In order, however, that the Council may be made acquainted with the fullest information upon the matter, and with a view to complying to a certain extent with the instructions given by Council as contained in the reference to the Health Committee, I take this opportunity of submitting a synopsis of the evidence as given by me before the Select Committee, revised, where figures are given, up to date according to the latest published statistics.

With regard to the question of public libraries and museums, the earliest English statute which relates to museums only dates from 1845 (8 and 9 Vic., c. 43). This Act was very concise in its provisions, and in 1850 it was repealed by 14 and 15 Vic., c. 65, which took its place. Between the years 1845 and 1871 no fewer than eleven Public Libraries Acts were sanctioned by the Imperial Legislature. England, Scotland, and Ireland have each been the subject of separate legislation.

Previously to the Act of 1855 coming before the Imperial Parliament as a Bill, a Select Committee of the House of Commons sat to inquire into the public libraries of the United Kingdom. These were found to be very few in number and very inadequate in other respects to the growing requirements of the community, and the information collected by the Committee may be considered the cause of the passing of the Act of 1850.

In 1855 a new general statute was passed to regulate the formation and constitution of public libraries in England. This Act repealed the former Act of 1850, except as to anything already accomplished under its provisions, but was itself repealed by the Public Libraries Act, 1892 (55 and 56 Vic., c. 53). Some years elapsed before Parliament again turned its attention to the laws regarding libraries and museums, but in 1866 some alterations were made in the English Act of 1855 by 29 and 30 Vic., c. 114, chiefly with reference to the adoption of the Act in boroughs. Two important changes were also made in points of detail. The majority necessary for the adoption of the Act was no longer to be two-thirds of the persons voting at the meeting called to consider the question, but simply "more than one-half." All restrictions as to population were also removed. This statute was subsequently repealed by the Public Libraries Act 1892. The session of 1871 witnessed the passing of an Act (34 and 35 Vic., c. 71) conferring on local Boards of Health constituted under the Public Health Act, 1848, or the Local Government Act, 1858, the same powers with respect to libraries and museums as those which

the Public Libraries Act, 1855, gave to boards formed under Local Improvements Acts. This Act was repealed, but in substance re-enacted by the Public Libraries Act, 1892. In the session of 1897 a supplementary Act was passed, which though short in itself was of considerable practical value. By this Act (40 and 41 Vic., c. 54) important facilities for ascertaining the views of the ratepayers by means of voting papers were provided, but this Act was repealed in 1890 (53 and 54 Vic., c. 68).

In the session of 1884 a short Act (47 and 48 Vic., c. 37) was passed to make it clear that library authorities might accept a Parliamentary grant in aid of the establishment of a school of science and art, and also might add other institutions to existing ones, but it was repealed by the Act of 1892.

The subject of public libraries was again dealt with by Parliament in the session of 1887. The Act (50 and 51 Vic., c. 22) gave facilities for the establishment of lending libraries in villages where the rateable value is so small that the highest rate authorised by the Public Libraries Acts would be insufficient to meet the expenses of building a library or even of renting a room for a regular free library. But the provisions of the Act of 1887 were also applicable to other places than mere villages, and enabled a town to try the experiment of a lending library before committing itself to any heavy permanent expenditure. The provisions of the Act relating to the metropolis were prepared to meet the difficulty which had been felt in consequence of the small area of many of the metropolitan parishes. This Act after being amended in 1890 was repealed by the Public Libraries Act, 1892.

In 1889 a short amending Act (52 Vic., c. 9) was passed. This Act dealt with the raising of expenses and the combined action of parishes by agreement. This statute was, however, amended in 1890 and repealed in 1892.

The Act of 1890 provided for the adoption of the Acts by voting papers only, and authorised the voters to fix the maximum rate at one halfpenny, or three farthings or one penny.

It will be observed from the foregoing epitome of the several Acts dealing with the question that the law was scattered through an inconveniently large number of statutes, and that one general consolidated statute was absolutely imperative for convenient working and administration. This was ultimately accomplished by the Consolidation Act of 1892. Even this Act did not long remain intact, for in the next session (1893) an amending Act (56 Vic., c. 11) was passed, modifying the method of adoption in urban districts, and the power of library authorities to combine; and in 1898 by the Libraries Offences Act (61 and 62 Vic., c. 53) power was given to provide for certain offences committed in libraries being punished.

The Consolidation Act of 1892 was affected by the Local Government Act, 1894 (56 and 57 Vic., c. 73), but not to any appreciable extent so far as relates to this statement.

The Public Libraries Act of 1901 provides that the library authority may make by-laws relating to the library, and that two or more districts may make agreements for the erection and maintenance of any library buildings, etc. It provides also for the purchase or interchange and use of books as between two or more library authorities.

Generally speaking it may be stated that the scope of those Acts is not limited to the provision of libraries alone, but also includes any or all of the following institutions, namely, public museums, schools of science, art galleries and schools of art.

Attempts have been made more than once in the Imperial Parliament to raise the statutory maximum from one penny to twopence in the pound for public library rates, and it is anticipated that the change will come at no distant date. A Bill has been drafted for introduction in the 1904 session of Parliament with the object of repealing the provisions in the various Public Libraries Acts which impose a limit on the rating powers of library authorities, and a large number of local authorities have presented petitions in favour of the Bill. In isolated cases by means of local Acts these attempts have been successful, but the proposal to increase the limit generally has hitherto proved abortive.

As the law at present stands a higher rate may be levied only by those authorities which have obtained special powers under local Acts.

Towards the end of 1903, the following towns had obtained these special powers :—

Ashton-under-Lyne	Limit raised to 2d.	Liverpool .. ..	Limit raised to 1½d.
Belfast .. ..	Limit raised to 1½d.	Manchester .. ..	Limit raised to 2d.
Birmingham ..	No limit.	Newcastle-on-Tyne	Limit raised to 1½d.
Brighton .. ..	4d. in £ for several purposes, including libraries.	Nottingham .. ..	Allows gas profits to be used: £2,000 per annum voted.
Bury .. ..	Limit raised to 3d.	Oldham .. ..	No limit.
Cambridge .. ..	Limit raised to 2d.	Preston .. ..	Limit raised to 1½d.
Cardiff .. ..	Limit raised to 1½d.	St. Helens .. ..	No limit.
Derby .. ..	Limit raised to 2d.	Salford .. ..	Limit raised to 2d.
Dundee .. ..	Limit raised to 2d.	Sheffield .. ..	Limit raised to 2d.
Huddersfield ..	No limit.	Swansea .. ..	Limit raised to 2d.
Hyde .. ..	Limit raised to 2d.	Walsall .. ..	Limit raised to 2d.
Kilmarnock .. ..	Limit raised to 2d.	Warrington .. ..	Limit raised to 1½d.
Kingston-on-Thames	Limit raised to 2d.	Wigan .. ..	Limit raised to 2d.
Leamington .. ..	Limit raised to 1½d.	Wolverhampton ..	Limit raised to 2d.
Leicester .. ..	Limit raised to 2d.	Yarmouth (Great)	Limit raised to 1½d.

The county boroughs of Bury and Oldham occupy the unique distinction of being sufficiently enterprising and progressive to levy a special rate for library purposes to the extent of threepence in the pound. In addition to the two places named, there are special rates levied as follows for the same purpose :—Brighton, twopence halfpenny ; Preston and Wigan, twopence ; Leicester, one penny three farthings ; Birmingham, Canterbury, Cardiff, Darwen, Dundee, Halifax, Kingston-upon-Thames, Leamington, Manchester, Salford, Swansea, and Warrington, three halfpence ; and Wolverhampton, one penny farthing in the pound.

For typical representative cities and towns in Great Britain and Ireland indicating the remarkable progressive spirit in developing the establishment and maintenance of public libraries, Birkenhead, Birmingham, Bradford, Bristol, Croydon, Hull, Leeds, Leicester, Liverpool, Manchester, Nottingham, Salford, Sheffield, West Ham, and Westminster (St. George's, Hanover Square) may be particularly instanced in England ; Aberdeen, Dundee, Edinburgh and Glasgow, in Scotland ; and Belfast and Dublin, in Ireland.

The Corporation of Birkenhead possesses a central and two branch district libraries containing 70,000 volumes.

In Birmingham the Public Libraries Act was adopted in 1860. The reference library is admitted to be the best municipal institution of the kind in the country. It contains 153,020 volumes, and issued during the year 338,367 volumes. The Shakespeare Memorial Library contains 10,974 volumes of the plays of Shakespeariana. These plays are issued in many languages, including Finnish, Bohemian, Icelandic, Bengali,

Servian and Wallachian. There are also special collections devoted to Milton, Byron, Cervantes, etc. The readers' tickets issued number 30,526. The reference library is open on Sundays. The lending department comprises the central lending library and nine district or branch libraries, containing 107,500 volumes. The total issue of books annually amounts to 1,260,000, representing a daily average of 3,965. A rate of 1.62d. is struck by the Council for library purposes, the aggregate annual expenditure on account of maintenance and capital charges being £16,308, equivalent to a rate of twopence in the pound in Sydney.

The Corporation of Bradford possesses central reference and lending libraries and twelve district libraries; the volumes in the lending department being 67,361, and in the reference department 43,865. The borrowers last year numbered 12,654, and the visits of readers numbered nearly a million and three-quarters, exclusive of the thousands of unrecorded visits to the central newsrooms; the total number of volumes issued last year being 674,572. There is a stock of about 4,000 volumes of technical works and 7,021 cases of patents specifications. Art works of high class character are to be found in the libraries, and in the Hanson Memorial Library of 10,000 volumes, presented by Mr. Jacob Moser. The annual cost of maintaining the libraries is £4,224, of which £2,308 is for the central library alone. A grant of £300 is made from the Exchequer Contribution Account in aid of technical education. The rate does not exceed one penny in the pound.

The City of Bristol has a central library and eight district libraries, the lending department comprising 70,000 and the reference department 90,000 volumes. The annual cost of maintenance, £6,498, does not exceed the product of a penny rate.

The County Borough of Croydon adopted the Public Libraries Act in 1888. A central library was opened in March, 1890, two branch libraries during the same year, and another in July, 1900. The stock of volumes is now 43,791, 33.08 per cent. of the population. The issue last year was 351,661 volumes, 266.15 per cent. of the population. The central library issued 164,673 from the lending department, and 36,267 from the reference department.

Hull maintains a central and three branch libraries. The central library was opened in December, 1901; the expenditure last year, including capital charges, amounting to £4,056, slightly less than a penny rate. One library costing £11,415, including an endowment of £6,315, was presented to the City by Sir James Reckitt, Bart. The libraries are well stocked; in the reference department there are 16,000 volumes, and 48,000 in the lending departments.

The citizens of Leeds have books brought to their doors, there being one central and reference library, twenty-two branch libraries, and twenty-three juvenile libraries, which certainly provide for a liberal distribution of literature. Some of the branch libraries are at Board schools, several are at police stations. The juvenile libraries are worked by the teachers at the day schools. The cost of these branch libraries is very small, an average of about £80 per annum, while the whole of the juvenile and travelling libraries cost about £60 per annum. The system of wide distribution evidently makes for economy as well as the greatest utility. The total cost of the libraries is about £3,410 per year, being less than the product of a halfpenny rate. The libraries contain 143,477 volumes in the lending department, and 60,004 in the reference department. The aggregate number of visits made by readers and borrowers in the various libraries and reading-rooms during last year was 2,586,851.



A rate of 1½d. is raised by the Corporation of Leicester to maintain the free libraries, the museum and the art gallery. There is a central library and six branches. Leicester is therefore very well provided with facilities for reading. The total cost of the libraries last year was £3,327 8s. 2d., exclusive of interest and sinking fund charges. There are 45,859 volumes in the lending department, and 16,717 in the reference department.

The City of Liverpool possesses every variety of free public library. The library department consists of : (1) The Picton Reading-room, a strictly reference library—a British Museum reading-room on a smaller scale—with no works of fiction. The total yearly issues aggregate about 250,000 volumes and 168,000 reviews. (2) The Brown Reading-room, for popular reading. (3) Lending libraries, of which there are six. (4) Evening reading-rooms, of which there are three, in schoolrooms in populous parts of the city. (5) Free lectures for the working classes are held in connection with the department. The lending department comprises 95,000 volumes, and the reference department 120,000.

The Manchester public libraries have reached the fiftieth year of their existence. The city has a central reference library containing 124,000 volumes, thirteen lending libraries, with reading-rooms and children's reading-rooms attached, and each containing 6,000 to 23,000 volumes. A newsroom is attached to each of these lending libraries, which libraries are open on Sundays. There are also five reading-rooms, where books may also be borrowed, and four of them have children's reading-rooms attached. The libraries contain 292,167 volumes. The number of volumes issued during the year 1900-1901 was 2,181,596, and the libraries were used in the aggregate 6,157,492 times. The daily average issue in the reference library was on week days, 1,390 ; on Sundays, 197. The cost of maintaining the libraries last year was £21,585, equivalent to a rate of three halfpence in the pound.

There is no town in the country which has more free libraries and reading-rooms in proportion to the population than Nottingham. The Act was adopted in 1867. There are now a central library and reading-room, and thirteen district libraries and reading-rooms, and two book delivery stations. During last year 362,890 books were issued from the libraries. The attendance at the newsrooms was 7,163 per day. The total attendances at all the reading-rooms and libraries were 2,135,864. The lending department contains 58,500 volumes and the reference department 44,000.

Salford has six free libraries and two reading-rooms, 48,500 volumes being in the lending department and 33,500 in the reference department. The principal is the Peel Park Library, the cost of maintaining which last year was £1,921. The total cost of the libraries, which contain over 100,000 volumes, or one for every two inhabitants, was £5,232. The Peel Park Museum and Art Gallery is maintained at an annual cost of £1,495.

The Corporation of Sheffield maintains an excellent central library and four district libraries, the maintenance cost last year being £4,420, equivalent to a rate of three farthings in the pound. The libraries contain in the lending department 104,200 and in the reference department 22,006 volumes.

The borough of West Ham possesses two libraries. The number of ticket holders at the branch library is 4,020, and the stock of volumes thereat 18,890, the annual issue being 96,055 from the lending department and 26,794 from the reference department.

The central library at Stratford, in the borough of West Ham, possesses 33,672 volumes ; at hospitals and in store, 4,442 ; the books issued from the reference department, which is closed one month in each year for repairs, being 41,194 annually, and from the lending department 149,383 (also closed one month in each year for repairs). Of the 57,004 volumes at present in the libraries, no less than 46,657 are of historical, scientific, and other substantial character ; the works of fiction number 10,347. The ticket holders number 6,606. The total cost of administration is about £4,300 per annum. Another branch, the gift of Mr. Passmore Edwards, is about to be erected at Plaistow.

The district of St. George's, Hanover Square, one of the constituent parishes comprising the City of Westminster, contains two excellent and well equipped public libraries, the annual cost of maintenance and payments in respect of capital charges being £4,300, the product of a half-penny rate levied over the parish for this purpose. These libraries are acknowledged as being most efficient and amongst the best administered throughout the United Kingdom. The central library, which contains 14,660 volumes in the lending department and 8,966 in the reference department, is situated in Buckingham Palace Road, south of Belgravia proper and near Victoria station ; the branch library, which contains 8,776 in the lending department and 1,336 in the reference department, being situated near Grosvenor Square, in the very heart of aristocratic Mayfair, in South Audley Street. Of the number of volumes named, 4,236 have been presented and 29,502 purchased at a cost of £6,359 17s. 4½d. Last year 151,600 books were issued—112,775 volumes from the central library and 38,825 from the branch library. The statistics of the reference department showed 28,088 volumes issued to 23,422 readers. The general attendance at the libraries and news-rooms attached reached the aggregate of 933,076 readers. I have perused the statement of expenditure, an average for the past three years, of the lending department of the Public Library of the State of New South Wales, from which it appears that the average annual expenditure is £2,065. I have also perused the estimated expenditure necessary for municipal public library, as prepared and submitted by Mr. Alderman Hughes, and I coincide with the view expressed by him that a municipal public library could be properly worked and efficiently maintained in Sydney for approximately £2,750 per annum, equivalent to a rate of about three-eighths of a penny in the pound on the present assessment. In St. George's, Hanover Square, repairs and maintenance of buildings of an elaborate nature absorbed £1,359 per annum, whilst interest on loans amounted to £632 and repayments of principal to £483—these items alone representing £2,464. In certain of the heads of expenditure enumerated by Alderman Hughes, the figures given are approximately the same as those which represented the actual expenditure incurred in St. George's, Hanover Square. For instance, Mr. Hughes estimates £1,200 for salaries for lending departments and newspaper-room. The sum of £1,317 was actually expended under this head at St. George's, Hanover Square. Estimated for new books (twice the sum allowed at present) £600, and newspapers and magazines, £100. In St. George's, Hanover Square, the amount annually expended under this head was £700. A halfpenny rate in Sydney would, I am satisfied, from my personal knowledge and experience in the management of St. George's, Hanover Square, libraries, be ample to efficiently work and maintain the municipal public library on a more extended and consequently more useful and advantageous scale than that which now obtains.

With regard to the Scotch libraries, the Acts were adopted in Aberdeen in 1884. The library there contains 50,000 volumes, the cost of maintenance last year being £2,675, being less than the product of a rate of three farthings in the pound.

In Dundee considerable sums of money were given by private individuals and valuable donations of books made, which materially contributed in placing the libraries on a satisfactory and successful footing. The libraries contain 82,000 volumes, the cost of maintenance being £3,752. In October, 1900, Mr. Andrew Carnegie offered the Corporation £37,000 for the erection of district branch libraries. This offer has been accepted, and the libraries are being proceeded with.

In 1868 and again in 1881 Edinburgh declined to adopt the Free Public Libraries Act, but did so in 1886, when Mr. Carnegie gave the city £50,000 to erect and furnish a library. There are four departments—a large lending library open to anyone living or working in the city, a reference library, a newsroom, a juvenile library, and three branch libraries. The cost of maintaining the libraries last year was £8,862.

There are three public libraries in Glasgow, all founded by private benefactors. All are freely open to the public for consultation and reference, and one of them for circulation of books among subscribers. The most important is the Mitchell Library, which has become one of the largest and most largely used reference libraries in the United Kingdom. It was founded in 1874 by a bequest of £67,000, and was vested in and is administered by the City Council. Opened in 1877 with 14,000 volumes, it now contains more than 144,000. The magazine rooms exhibit all the current numbers of about 450 selected periodicals of all kinds, most of which are bound and preserved. The daily attendance of readers averages over 2,000, and the issue of books, 1,500 to 1,700. Taking books and periodicals together, the use of the library amounts to at least a million annually. This compares unfavourably with St. George's, Hanover Square, where the population is approximately 100,000, whilst Glasgow has a population of 760,423. The revenue derivable from the trust fund has been largely supplemented by grants by the City Council.

Stirling's Library, founded in 1791, by bequest, contains over 50,000 volumes, and has a circulating department for subscribers. The specifications of patents have been deposited in this library by the City Council, which makes an annual grant for the accommodation and issue. Baillie's Institution Free Library, founded in 1863 by private donation, was opened in 1887. It contains a select and valuable collection of over 18,000 volumes. There are at present no free lending libraries or free newsrooms, the generally progressive City of Glasgow not having adopted the Public Libraries Act. The Town Council, however, in 1899, obtained, by clauses in the Local Act, the powers which would have been conferred by the adoption of the Public Act, with some modifications to meet local circumstances. It has approved generally a scheme which provides for the eventual establishment of eight branch libraries with newsrooms, and five distinct reading-rooms; and a commencement has been made by the decision to place a library and reading-room in the halls attached to the public baths in Rain Street, Borbels. Plans of branch libraries for two other districts are also being considered. Mr. Andrew Carnegie has furnished £100,000 towards the cost of buildings. The taxation for library purposes is limited, as in the Public Act, to one penny per pound of rental, payable half by the owner and half by the occupier.



Respecting Irish libraries, the Public Libraries Acts were adopted in 1882. The central library contains 33,000 volumes. A museum and art gallery were opened in connection with the library in 1890. The maintenance expenditure in 1900-1901 amounted to £4,130.

The Libraries Act was adopted by the City of Dublin in 1884. A central library, a branch library, and a ladies' reading-room have been established. The cost of maintenance is £1,500 a year, and the libraries are well patronised.

As far as London is concerned, under the London Government Act of 1899 the powers and duties under the Public Libraries Acts, formerly administered by commissioners and vestries, were transferred to the newly-formed borough councils. The Act also provided that the Public Libraries Acts might be adopted in any borough by a simple majority of the borough council at a special meeting, thus doing away with any present necessity of taking a poll of the voters, and it further provided that where the Acts extended only to part of a borough, then in such a case they might be adopted for the rest of the borough in like manner as if it were a separate borough.

Most of the libraries established in London consist of three departments, viz., a lending department, from which duly qualified persons may borrow books for the purpose of home reading; a reference department, in which any person over the prescribed limit of age may obtain books for the purpose of reference on the premises; and a news and reading-room, where the current numbers of newspapers, periodicals, magazines, etc., are provided. In the parishes, where on account of their large area it is necessary to have more than one establishment, it is usual to provide a reference library at a large central establishment, and to limit the branches to a lending library and news, etc., rooms. This, however, is not always the case. Prior to the passing of the London Government Act, 1899, there were fifty-nine public libraries established in London and directly administered by local authorities. In fifty-seven of these books could be obtained for home reading, in forty-one books might be consulted for reference purposes, and in fifty-seven a news, etc., room was provided.

In addition to these fifty-nine establishments, six others were either in actual course of erection or about to be erected.

The library erected in Lambeth, south of the Thames, was built jointly by the Lambeth Borough Council and the Corporation of Croydon, and is maintained by an equal contribution from each body.

At some of the libraries special attractions are offered to children, a separate room being devoted to their use in which books are provided for reading on the premises; and juvenile periodicals and indoor games, too, are in one or two cases provided. Again, at several places a reading-room is set apart for the use of ladies, and at Westminster Central Library a separate room in addition has been provided for the exclusive use of ratepayers of the parish. A special feature worthy of note in connection with the work of four libraries, viz., Fulham, Newington, St. Saviour's, and Whitechapel, is the holding of free lectures during the winter season; at Newington and St. Saviour's libraries free lantern lectures for boys are also held from time to time, and advantage is taken of the opportunities and facilities afforded for educational and scientific improvement.

A very useful feature at most libraries is the exhibition in the early mornings of the situations sheets of the daily papers for the benefit of persons seeking employment, and it is no uncommon thing to see hundreds



reading these advertisements in the early morning hours. At Fulham "situation boards" are also provided at four other parts of the parish, and the advertisements are extensively read by the unemployed.

The only instances in London where institutions, provided for under the Acts other than libraries, are established are at Camberwell and Whitechapel. Owing to the munificence of Mr. Passmore Edwards and others, Camberwell possesses in the "Lord Leighton Memorial Art Gallery" a fine building, where loan exhibitions of pictures are held from time to time. Adjoining the gallery, and really forming an entrance to it, is another building, the Camberwell School of Arts and Crafts. This school is maintained by the Technical Education Board of the London County Council, but the premises belong to the Camberwell Borough Council. At Whitechapel there is a museum attached to the library; a lady curator is specially appointed in charge, whose duty is to assist students or give information respecting the specimens to visitors. Mention also ought to be made of Newington, where loan exhibitions of pictures, etc., are held from time to time in the library.

The estimated population of the parishes and districts in Greater London in which public libraries are established may be taken approximately at 3,000,000. This figure, however, can give no indication of the population actually served by these libraries, for the reference departments and news and reading-rooms of all libraries are available for the use of any person over the prescribed limit of age, and therefore the same remarks would apply in this case as were submitted in connection with the population served by baths and washhouses.

The majority of library authorities make up the statistics relating to books and borrowers for the year ending the 25th or 31st March; in eleven cases, however, the year ending 31st December is found to amount to the large figure of 3,893,671. Owing to the various methods of classification adopted at the different libraries, it is impossible to split up or analyse this striking figure into more than two classes, viz., fiction, which would include juvenile literature, and non-fiction.

Adopting this classification as sufficient for the purposes of this statement, the issues appear as follows:—

Fiction	..	..	..	..	3,120,118, or 80 per cent.
Non-fiction	..	..	..	..	773,553, or 20 per cent.

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Total issues for home reading      3,893,671

As was reasonably to be expected, the percentage of fictional issue is somewhat higher, but on consideration it will be clearly seen that the two classes do not at all lend themselves to actual comparisons. The novel, of its very nature, is chiefly borrowed for purposes of amusement, and the time during which it is in use is very limited; on the other hand, when a book is obtained for educational purposes, not only is the effect expended on it much greater, but the period for which it is retained is very much longer than is the case with regard to works of fiction and light literature. Thus a constant reader of fiction may reasonably be supposed to get through, say, four books in fourteen days, the usual period allowed for borrowing, whereas the average student would probably retain a book for the whole period. It is probable, indeed, if the actual time for which the books of the two classes were retained could be ascertained, that the great disparity indicated by the above figures would practically disappear.

The total issues of books for reference purposes on the premises during the same period amounted to 554,642 ; in addition to these there were 66,540 issues in the juvenile departments of certain libraries.

The number of books in stock at the end of the period being dealt with, available for home reading, was as follows :—

Fiction and light literature	..	193,132, or 41 per cent.
Non-fiction	.. .. .	278,498, or 59 per cent.

Total books available for home reading	.. .. .	471,630
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And the number available for reference purposes only was 127,272 ; there were in addition 2,624 books in the juvenile departments of certain libraries for reading on the premises only. The total number of books in use at the libraries was therefore 601,526. It must be remembered that at all the libraries non-fictional works of the leading departments are available for reference purposes on the premises, provided they are in and are not required by anyone for borrowing.

The expenses incurred in the execution of the Public Libraries Acts may be defrayed out of the rate, subject, however, to the qualification that any person assessed in respect of lands used as arable, meadow or pasture ground, or as woodlands or market gardens or nursery grounds, shall only be liable for one-third of such rate. With the single exception of the City of London, it is expressly enacted that the rate for the purposes of the Acts shall in no case exceed one penny in the pound for any one financial year. In the case of the City of London there is no limit as to rate, but, as a matter of fact, no rate is levied, the library being provided by the Corporation out of its corporate funds. Of course, the Acts can be adopted for any library district subject to a condition that the rate shall not exceed one halfpenny or three farthings, but these limitations may be subsequently removed provided that on a poll of the voters being taken a majority is recorded in favour of such a course being taken.

In the great majority of London boroughs the full penny rate is levied.

The following is a summary of the receipts and expenditure for one year in respect of the several authorities administering the Public Libraries Acts in London. :—

#### EXPENDITURE.

Interest and repayment of loans	..	£12,628
Maintenance of buildings and furniture	..	12,327
Books, periodicals, binding, etc.	..	16,440
Salaries and wages	.. .. .	21,035
Establishment and other expenses	..	3,248
Total expenditure	.. .. .	£65,678

#### RECEIPTS IN AID OF EXPENDITURE.

Fines, catalogues, and tickets	.. .. .	£2,822
Rents	.. .. .	487
Other sundry receipts	.. .. .	719
Total receipts in aid of expenditure..		4,028
Resulting charge falling on rates	..	£61,650

The total produce of the rates, not necessarily levied, but authorised to be levied for library purposes in the parishes and districts of London in which the Acts have been adopted, was estimated at £72,772. The statutory rateable value was £20,825,435.

The question of the assessment of public libraries was a vexed and disturbing one for many years. The income of public libraries being limited by statute to a rate of one penny in the pound, the payment of large sums as rates and taxes had the effect of considerably limiting the sphere of usefulness of many libraries ; and in 1897, consequent on the decision of the House of Lords in an appeal case by the Manchester library authority, some of the assessment committees and overseers took the libraries in their respective districts out of the assessment, or confined themselves to rating only those portions occupied by officers or servants. The question raised in this case was whether the Corporation of Manchester was liable to pay income tax under Schedule A in respect of their public libraries, the contention of the Corporation being that such libraries were " literary " institutions within the meaning of the Income Tax Act, 1842, which provides that allowances are to be made in respect of the duties in Schedule A on any building the property of any literary or scientific institution used solely for the purposes of such institution, and in which no payment is made or demanded for any instruction there afforded by lectures or otherwise ; provided also that the said building be not occupied by any officer of such institution, nor by any person paying rent for the same.

The decision of the House of Lords was in favour of the contention of the Manchester Corporation, and not only provided for the future exemption of all public libraries from the payment of income tax, but also brought into prominence an Act of 1843, which provides that any land, houses or buildings belonging to any society instituted for purposes of science, literature or the fine arts exclusively shall be exempt from the payment of any county, borough, parochial or other local rates, provided that such society shall be supported wholly or in part by annual voluntary contributions, and shall make any dividend, gift, division or bonus in money unto or between any of its members, and provided also that such society shall obtain a certificate from the Registrar of Friendly Societies. As stated above, this advantage some of the authorities were not slow in availing themselves of, and as a consequence of their action the London County Council addressed a communication to the assessment committees acting for parishes in which free libraries were situate, intimating that the Council had served notices of objection to the omission of free libraries from the valuation lists of certain parishes, and suggesting that, in order to place all parishes on an equal footing, all free libraries might be omitted from assessment, the Council reserving the right to carry a test case to quarter or special sessions if so advised. At the same time, the Council referred the whole case of the rateability to counsel, but the opinion of counsel was that the question was not free from doubt, and they suggested that a test case should be taken to the High Court. The Council, however, considered this an undesirable course, and decided that no further action should be taken for the present in the matter.

As far as the London public libraries are concerned, this arrangement as to local rates is fairly satisfactory, but their position as regards Imperial taxation is far from being so. In the clause of the Income Tax Act, 1842, quoted above, it is expressly stated that only those buildings are exempt from the payment of Schedule A duties which are not occupied by any officer or by any person paying rent for the same. As, however,

rooms are provided at many libraries so that the librarian may reside on the premises, this provision in the clause is sufficient to disqualify such libraries from the enjoyment of the exemption.

The library movement has been greatly stimulated and encouraged during the past two or three years by the generosity of Mr. Passmore Edwards and Mr. Andrew Carnegie, both of whom have been exceedingly liberal in their endowments.

Mr. Carnegie has provided libraries for a large number of towns, usually with the stipulation that the site shall be provided by the local authority, which must also undertake to raise sufficient money to adequately maintain the libraries. The handsome donations contributed by Mr. Passmore Edwards and Mr. Carnegie have been on a most magnificent scale towards the formation, establishment, and equipment of public libraries, and are so well known as to render it quite unnecessary for me to furnish any particulars relating thereto, though plenty of particulars are available if required.

On the general principle, I may say in conclusion that I strongly entertain the opinion that the public library should be vested in and be under the direct control and administration of the City Council. This is, of course, the lending department or branch. With regard to the reference department, I take it that it is the National Library—the British Museum of the State—and ought, therefore, to remain under direct control, and be administered by the State accordingly.

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## POLICE.

At the sitting of the Select Committee of the House of Assembly appointed to consider the question of a Greater Sydney, at which I was present, I was asked for certain information relative to the Metropolitan Police, and as the matter may be considered as one of public interest, I submit the following particulars as to the control of the police in England.

In the case of the Metropolitan, that is the Greater London Police, the Imperial Government has an important share in administration. This force is not only a local but a national police. Since 1860 the Imperial Dockyards at Sheerness have been policed by the Metropolitan force, the number being allocated by the Home Secretary, and specially sworn for the purpose. The same arrangement exists with regard to the principal military stations and within fifteen miles thereof. The constables have full power within the yards and stations, but outside them only with respect to Crown property and persons subject to discipline. When the County of Surrey requires more police to protect persons and property during the time of the Epsom races, men are sent down from London; when the Czar of all the Russias, the German Emperor, the King of Italy, the President of the French Republic, or other foreign potentates visits the King of England, the Metropolitan police attend the visitor at Windsor, Portsmouth, or wherever the Court functions extend; when a criminal escapes from the country the Metropolitan police are used to bring him back; when dynamiters or other criminals are arrested the Metropolitan police are employed—the London Criminal Investigation Department is a national institution, not a London one. The whole tendency of police administration in the metropolis points



to central government rather than local, whilst the ratepayers of Greater London have the privilege of paying for a police force which is not strictly local, neither is it strictly national.

The City of London has its own separate police, but on any special emergency, at the request of the Lord Mayor, a Secretary of State may authorise the Metropolitan police to act within the City under their own officers. Agreements to assist in special emergencies may also be made with the authorities of other police forces.

Money is provided by annual votes of the Imperial Parliament for the salaries of the Chief Commissioner of Police, the Receiver, and of two of the three Assistant Commissioners, but the allowances to the Commissioner and Assistant Commissioners for house rent and the salary of the third Assistant Commissioner are payable out of the Police Fund.

Parliament also provides money for the expenses of the employment of police in His Majesty's dockyards and military stations.

The annual sum provided for the expenses of the Metropolitan Police Force is restricted, as it must not exceed ninepence in the pound on the full annual value of all property rateable for the poor in the Metropolitan Police District.

Of this sum fivepence is levied by means of a rate and fourpence is paid out of the Exchequer contribution. It is deducted from the amount payable under the Local Government Act, 1888, out of the local taxation account to the Council of each county in the Metropolitan Police District in proportion to the amount raised by rate in the county, and is paid direct to the Receiver.

Fines for offences against the Metropolitan Police Acts recovered at courts other than the Metropolitan Police Courts, and the proceeds of licenses for hackney and stage carriages, are also paid to the Police Fund.

Out of the Metropolitan Police Fund the Receiver pays :—

1. The salary of the third Assistant Commissioner and the allowances for house rent made to the Commissioner and Assistant Commissioner.
2. The salaries, wages, and allowances of persons belonging to the force.
3. Any extraordinary expenses incurred in apprehending offenders and executing the orders of the Commissioners.
4. Such sums as the Secretary of State may direct to be paid to members of the force as rewards for extraordinary diligence or exertion, or as compensation for injury received in performance of duty.
5. All other charges and expenses which a Secretary of State shall direct to be paid for carrying the Police Acts into execution.
6. Superannuation allowances, in accordance with the principles applicable to the Civil Service, of persons not being constables, who are employed under the Commissioner or Receiver, and whose salaries are paid as part of the expenses of the force.

The Pension Fund was established in 1890. To this fund are paid :—

- (a) An annual contribution of £150,000 under the Local Taxation (Customs and Excise) Act, 1890.

- (b) A rateable deduction from pay, not exceeding two and a half per cent. per annum.
- (c) Stoppages during sickness and fines for misconduct, as provided by the regulations of the force.
- (d) The proceeds arising from the sale of unclaimed stolen goods.
- (e) Fines imposed on constables, or for assaults on constables, and fines awarded to constables as informers.
- (f) Sums arising from sale of cast-off clothing of the force.
- (g) Such proportion of any sum received in consideration of constables whose services have been lent in consideration of payment as the police authority may consider to be a fair contribution to the pension fund in respect of those constables.
- (h) All dividends, etc., from investments of the pension fund.

Most of the larger cities and boroughs in the provinces maintain a separate police force. The provincial force is under the control of the Watch Committee of the Council, which practically possesses jurisdiction independent of the Council. The Watch Committee must consist of not more than one-third of the Council, and must include the Mayor.

The Imperial Exchequer makes an annual contribution equivalent to one-half of the annual cost of the police force in counties and boroughs. The cost incurred in connection with the maintenance of the 70,000 members of the constabulary force amounts to approximately £7,000,000 per annum.

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### CITY VEHICULAR TRAFFIC.

The control and regulation of the City vehicular traffic, which was vested in the police in the year 1900, may now be accepted as having successfully passed the experimental stage; and seeing that complaints from the public have been reduced to a minimum, one of the surest tests of efficiency, it may safely be assumed that the administration continues to give the utmost satisfaction. Under Superintendent Edward, a recognised expert in his particular branch of the service, and with whom the officers of the City Council have worked in perfect harmony during the past year, the members of the force charged with the regulation of the traffic have rapidly developed into well-trained and well-disciplined officers; and whilst to one accustomed to the alertness, smartness and activity which distinguishes the police officers of London in their regulation of the greatest vehicular traffic in the world, there may be an absence of metropolitan smoothness, there can be no doubt that the officers of the Sydney police force under Mr. Edward's tuition have become thoroughly efficient in the discharge of the responsible duties devolving upon them. To an observer like myself the improvement manifested during the past two years is indeed most marked.

It would, I consider, be a public benefit if the services of the police staff could be extended to regulate the foot traffic upon pavements, which is now most unsatisfactory; at the present time the customary regulation "keep to the right" is more honoured in the breach than in the observance, to the consequent general inconvenience and public disadvantage, and the regulation of the traffic on the pavements might very well be entrusted to the police, with the certainty that it would be well attended to.

I am informed that at one time it was suggested that the control and regulation of the vehicular traffic of the City should be placed in the hands of the Council. I have recently ascertained that the income from license fees amounts to about £2,000 per annum, whilst the expenditure on the traffic police totals approximately £12,000, so that from a revenue point of view on this basis, and without reference to the question of policy, the Council, it appears, is relieved of a large expenditure, equivalent to a penny farthing rate, which they would have had to meet had their suggestions been acceded to.

It is, however, but right to state, on the authority of the representatives of the department, that the sum of £12,000 should not be debited in its entirety to traffic regulation, as a very great amount of regular police work is done by the traffic police, who being located on fixed points in the busy centres of population, are, it appears, almost invariably sent for in the event of police services being required. In this way, of course, the traffic police are of exceptional benefit to the public.

It is interesting to note that several counts have been made of vehicular traffic at busy portions of the City, and it has been found that the largest number of vehicles and horses pass the entrance to the Redfern Railway Station. The record shows that during one and a half hours of the busiest portion of the day two thousand vehicles of all descriptions, comprising carts, 'buses, bicycles, cabs, motors, and horses, passed in one direction, being an average of twenty-two per minute, and it will be seen that at this particular point the controlling constable has not a sinecure position, his hands being constantly full.

It is a well-earned testimony to police traffic management that vehicular street accidents are comparatively so few in number.

I have recently been in communication with the Secretary to the Royal Commission on London Street Traffic, and at his request I forwarded, for the information of the members of the Commission, a copy of the Traffic Act and the Regulations framed thereunder, and have recently received a letter from the Secretary stating that the provisions of the Act and the Regulations, so far as he had up to the time of writing been able to consider them, appeared to him to have been drawn up with very great care, and in many respects surpassed any similar regulations with which he was familiar. The Secretary further intimated that when the Royal Commission visited the United States they found the Sydney Traffic Act and the Regulations framed thereunder held in high regard, and referred to in very laudatory terms by the Commissioner of Police for the City of New York.

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#### TRAMWAYS—SEASON TICKETS.

On several occasions during the past year I have observed references in the public press strongly advocating the issue of season tickets on the tramways, and although I hold no brief for the Railway Commissioners or the Tramways Department, I look upon the matter as one of public interest in relation to which a great deal can be said on both sides, and take this opportunity of furnishing information in regard thereto.

In theory the issue of season tickets on tramways appears perfectly feasible and sound, and to the unpractical observer it would appear that no reasonable objection could be urged, but the practicability of application bristles with difficulties. I am informed on good authority that the

introduction of season tickets on tramways has engaged the serious consideration of the Railway Commissioners on several occasions, but the Commissioners have recognised that there is no comparison or analogy between the conditions appertaining to the railways and the conditions applicable to the tramways ; and having carefully studied the question for some years past, I concur in the view expressed by the Railway Commissioners. In the case of the railways, experience has shown that it is a comparatively simple matter to arrange a complete and thoroughly effective check, but so far as the tramways are concerned close observations day by day leads me to endorse the view which I entertained in England after a close study of English and Scotch tramway systems, and which is, I believe, the view entertained by the Railway Commissioners and the responsible officers of the Tramways Department of this State, that so far as the tramways are concerned it is practically impossible to adequately control and safeguard the use of season tickets.

Quite recently the question, Is a general issue of season tickets practicable on tramways ? has been asked in connection with the opening of the South London Tramways, and enquiry and investigation has shown beyond a doubt that the very suggestion of season tickets sends a cold shudder through tramway managers. On every hand it is urged that they interfere unduly with the efficient and prompt discharge of the conductors' ordinary duties, and inconvenience and annoyance, frequently resulting in trouble to the much abused conductor, is occasioned through holders delaying or refusing to show their tickets when called upon to do so by the conductor. The experience of other large tramway centres cannot fail to be of use in considering the question. The Huddersfield Corporation was the first local authority in England to obtain Parliamentary powers to work its own tramways. The total length open for traffic is thirty-five miles. The system of season tickets was adopted, but had to be discontinued owing to being abused. A similar experience is recorded from Birmingham, another pioneer authority, the length of single line being thirty-three miles fifty-six chains, and in St. Helens also holders of season tickets deliberately refused to show them, and it was an every day occurrence for other passengers to profess to be season ticket holders who were not.

Last year Mr. John Young, General Manager of the Glasgow Corporation Tramways, set himself and completed an enormous task. With the object of obtaining the fullest and most reliable information on the subject, Mr. Young communicated with officials of all municipal corporations and all public companies operating tramways in Great Britain and Ireland, and even on the Continent of Europe. Continental cities have adopted the system of issuing season tickets to some extent, more particularly in Germany, but very little more satisfaction is expressed in regard to their operation than in Great Britain and Ireland. Mr. Young speaks with no uncertain voice on the merits and demerits of the question, and as representing Glasgow, where for a halfpenny a longer ride on a tramway can be obtained than in any other city in the world, and as the recognised and most enterprising authority and chief of municipal tramways managers, his views on the subject are entitled to careful consideration and treated with respect.

With reference to Continental cities, Mr. Young's investigations showed that the general experience of those places where season tickets are at present in use is undoubtedly unfavourable to the adoption of the system in a large city with immense traffic. These tramway systems,



it is within my knowledge, having travelled over many of them some years ago, are comparatively small, and very few season tickets are in use. On these small systems or portions of systems, it is stated, the conductors and inspectors have every opportunity of knowing and becoming familiar with the holders of season tickets, but notwithstanding this great advantage on small lines, the system of season tickets does not seem to be regarded with any degree of favour; on the contrary, protests against their use are general. The chief objections urged in these places in regard to the issue of season tickets are in regard to checking, identification, and loss of revenue—three highly important questions to the tramways manager. Mr. Young's inquiries elicited a rather curious fact, which I myself noticed when travelling on tramways in Germany some years ago, that in some of the German cities a common practice is to have the owner's photograph on the ticket; but even with this inducement and reliable proof of identification of the holder it was ascertained that holders of tickets had great objection to show their tickets at any stage of the journey, and the general opinion of the Continental managers is comprised in the statement that experience in administration has shown that the issue of season tickets for tramways is a serious mistake.

All will unhesitatingly agree that Mr. Young is economically sound when he states that the greater proportion of the tramway revenue is contributed by the wage-earning classes of the community. This, however, it is believed, is not the class who ask for or who would in practice purchase season tickets. As a general rule it may be admitted, without the slightest reflection on the wage-earning class, that these people would be unable to purchase season tickets for any lengthy period, and in this connection Mr. Young very pertinently points out that it would be manifestly unfair that a municipal corporation representing all classes of the community should, at the expense of the poorer class of the travelling public, create a favoured class of passengers by carrying those who are better circumstanced and endowed with more ample means, and who are therefore prepared, because of their superior position, to prepay their fare for a given period at a cheaper rate than others who from their condition in life—the weekly wage-earners—are only able to pay their fare on each journey. The poorest, who buy the least, always pay the highest, and this carried to its logical conclusion means that neither railway nor other season tickets should be sold, nor indeed anything sold in quantity so as to mulct the small purchaser; and the City Council of Sydney has recognised this principle in connection with the Electricity Supply Department in adopting what is known as the maximum demand system of charges, by means of which the smallest consumer reaps the same advantage as the large consumer in relation to the quantity consumed.

Looking at the question from the management point of view, Mr. Young is on very safe ground when he says that he cannot see any advantage that season tickets would confer on the Corporation of Glasgow. Payment on the car is an eminently satisfactory cash transaction, and from the managerial point the prepayment of a few fares is not worth considering. Holders of tickets would undoubtedly wish to travel during the "rush" hours, morning and evening, when there is always the greatest difficulty in making provision for the constant and heavy passenger traffic. There would no doubt be unpleasantness should ticket holders not be able to find seats at these hours. The universal complaint from those who have had experience with the issue of season tickets is that holders will not show them when asked to do so, and conscientious conductors are unnecessarily worried and delayed. Less

scrupulous conductors are often satisfied with a nod, and abuses quickly creep in. Such abuses are found even on small tramway undertakings which have no halfpenny fares, and on which it is said the conductors and inspectors can soon know the holders of season tickets. What would the result be on an extensive system like the Glasgow Corporation Tramways, with 130 miles of single track, and employing about one thousand conductors, whose duties rotate, and who have halfpenny fares to collect on every route? It must be, Mr. Young adds, obvious that with halfpenny fares and cars carrying on the average 500,000 passengers per day, with a "rush" traffic morning and evening, the satisfactory checking of season tickets is not possible. Season tickets, says Mr. Young, would be unfair, disadvantageous and impracticable in Glasgow, and he has no hesitation in declaring that the sound principle to go upon is to give the travelling public the best possible facilities at the lowest possible fares, to make the fares equal to all, and to collect all fares on the cars.

The London County Council, as is well known, is progressive, and if an advantage can be given to the public generally even at a loss in revenue the London County Council has not been slow in conferring the advantage on the public, and evidences of this fact are numerous in connection with the administration of the system of tramways under the control of the Council. But for equally emphatic and somewhat similar reasons it may be noted the London County Council rejected the system of season tickets, and the circumstances influencing its decision on the matter have been many. In the first place the ordinary fares in London are extremely low. In 1901 the average per passenger only amounted to .89d., in 1902 to .88d., and in 1903 to .93d. The people who are always asking for the issue of season tickets are those who want to travel at considerably less than the ordinary fare, however low that fare may be. The manager of the London County Council Tramways is, like Mr. Young, a strong advocate of cheap fares, but there is a point of cheapness beyond which it is confessed it would assuredly be unsafe and unwise to go. Two of the strongest reasons given by the London County Council against season tickets are: (1) The difficulty which would be experienced in checking the conductors, and (2) the loss of revenue likely to arise at "rush" hours. With regard to the first point, in London it has hitherto been customary to adopt the system of making everyone pay the ordinary fare, and officials and others riding on the Council's business have to pay like an ordinary passenger, but in these cases the fare is refunded upon production of the tickets. By this means the checking of the cars by the inspectors is an easy matter, and the conductors' duties are much simplified and easier to perform. The Manager, in giving his experience, referred to what had come under his knowledge in another town prior to his appointment to London, where special tickets of all kinds were in use, namely, "discount tickets," "scholars'," "complimentary," "workmen's," etc. These tickets in theory were all right, but in actual practice they proved to be an intolerable nuisance, giving the conductors, inspectors, and office staff a vast amount of work, besides which the issue of the tickets opened the door to a great deal of fraud. The Manager does not mention the town, but I happen to know it, and it is well known that the tickets were an intolerable nuisance. With regard to the second point, during "rush" hours the cars were full of "tickets," and the would-be fare-paying class of passengers had either to wait, walk, or take another conveyance, and this involved a very con-

siderable loss of revenue, and the argument which is so frequently used about getting the money in advance has been found by experience as not worth considering.

The London United Tramway Company, on being consulted on the point, sententiously replied: "This Company does not issue season tickets and does not intend doing so"—a reply which would not be surprising to anyone who knows the bluff, outspoken General Manager, Mr. J. Clifton Robinson.

Numerous other instances could be furnished, but sufficient has been adduced to show the views entertained on one particular side of the question, though pages could be filled with them, and the weight of evidence is undoubtedly against the issue of season tickets to the public from the utilitarian, administrative and economic standpoint.

On the other hand it is but right to acknowledge that some dozen of the smaller towns in Great Britain and Ireland issue "seasons," but the systems operated are infinitesimal when compared with the enormous magnitude of the systems in Glasgow, London and Sydney. Aberdeen, with a street route of 12.02 miles, carrying 12,152,774 passengers last year, the tram mileage being 966,859, and Burnley, with a street route of 7.15 miles, carrying 6,131,050 passengers last year, the tram mileage being 697,785, entertain the opinion that the issue of season tickets lessens the work of the conductors. Blackpool, with a street route of 11.13 miles, carrying 6,169,121 passengers last year, the tram mileage being 784,443, emphatically states that the working classes do not take advantage of "seasons," and that no difficulties have been created on account of the issue of season tickets. A decided advantage is claimed for season tickets on the small system operated by the Portrush Tramways Company, and similar opinions are given by the Edinburgh Tramways Company, the Guernsey Railway Company, the Ipswich Corporation, the Oxford Tramways Company, and the Rochdale Corporation, the latter with a street route of 3.96 miles, carrying 925,281 passengers last year, the tram mileage being 127,456. Several of the managers, notably those of Southport Corporation, with a street route of 8.42 miles, carrying 3,536,434 passengers last year, the tram mileage being 418,324, the Stirling and Bridge of Allan Tramway Company and the Wigan Corporation, though using season tickets on their systems, are personally adverse to their issue, whilst the Leicester Corporation Tramways Manager states that he does not think it likely that season tickets will be generally adopted owing to the difficulty of identification.

The Glasgow Corporation decided, after full discussion and carefully considering the whole question, that season or transfer tickets should not be issued in connection with the service.

The unprejudiced mind cannot but admit that the testimony and experience submitted, if not "confirmations strong as proof of Holy Writ," they make a very good case against the general adoption of season tickets.

Glasgow has a street route of 65.34 miles, and last year 177,179,549 passengers were carried, the tram mileage run being 14,008,750; Leeds has a street route of 41.75 miles, and last year 57,239,779 passengers were carried, the tram mileage run being 5,766,100; Liverpool has a street route of 55.00 miles, and last year 109,335,585 passengers were carried, the tram mileage run being 11,790,815; Manchester has a street route of 75 miles, and last year 66,849,457 passengers were carried, the tram



mileage being 6,382,036 ; and Sheffield has a street route of 33·00 miles, and last year 54,946,915 passengers were carried, the tram mileage being 4,777,146. These, it must be acknowledged, are typical cities with enormous tramway traffic, and it must be remembered that in all these cases the tramways belong to and are operated by the Corporations concerned for the benefit of the citizens ; Glasgow showing a surplus of £242,832, Leeds a surplus of £76,104, Liverpool a surplus of £75,497, Manchester a surplus of £69,551, and Sheffield a surplus of £28,168 on the year's working ; and if these cities, with their municipal systems and their large surpluses and cheap fares, cannot see their way to adopt season tickets for the reasons stated, and which will apply with equal and even greater force to Sydney, how can it be expected that the system should be adopted in Sydney, where the traffic is much greater than any of them, with the exception of Glasgow ?—Sydney having a street route of 62½ miles open for traffic, and where last year 130,405,402 passengers were carried, the tram mileage run being 13,695,630, very little short of Glasgow.

It must also be borne in mind that the introduction of season tickets could only tend to a reduction in fares, and it is pretty generally known that the state of the revenue will not admit of this being done. Again, persons advocating the use of season tickets do not seem to take into consideration the large variety of tickets which would have to be introduced to make the system universal, and if adopted on any section it would require to be adopted on all sections. For instance, on the one line with which I am most familiar, from Circular Quay to Dulwich Hill, on which there are three one-penny sections, it would be necessary to have no less than six different season tickets, and when this is multiplied by some twelve similar routes, some of which have four one-penny sections, it will be seen that the number of season tickets required is upwards of seventy.

At one stage in my municipal life I was a consistent advocate for the unrestricted issue of season tickets, but having gone very carefully into the question, and after an interesting study of the English, Irish, and Scotch and Continental systems, I am quite satisfied that as far as the Sydney tramways are concerned, with their multitudinous suburban ramifications, combined with the enormous traffic and the extensive mileage run annually, the difficulties experienced in other places would not only be experienced here but would be accentuated, and consequently the adoption of a system of season tickets is under existing conditions, in my judgment, quite impracticable ; and having given the subject most careful consideration in the public interest, I have somewhat reluctantly, but nevertheless conscientiously, come to the conclusion that whilst the matter may be debatable in some minds, the contention for the general issue of season tickets is untenable and cannot be sustained, and that in this regard the policy of the Railway Commissioners is economically sound in every particular.

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### ELECTRIC LIGHTING IN AMERICA.

The *Electric World and Engineer* recently stated that according to the census authorities the electric light used in the United States of America in 1900 cost ten million dollars a year more than the gas, and



employed for its production nine hundred more employees. The public is accustomed to think of gas as still the leading illuminant, but while this is probably true in Europe, which, as is not unusual, is behind America in all matters connected with the electricity supply industry, in the United States it is confidently asserted that the sceptre of light has definitely passed from gas to electricity.

The figures issued by the census authorities afford much room for comment, as they are somewhat amazing and make the statistical returns of electricity supply undertakings in Great Britain, with which I am more familiar owing to a regular monthly study and analysis, sink into comparative insignificance. The census authorities show that gas had nearly seventy-five years start over its more energetic competitor, but it now appears, according to the published returns, to be decidedly in a secondary position. And yet there is no denying the fact that the introduction of the brilliant electric light has stimulated greatly the use of gas for manifold purposes. There are now close on four thousand electric light central stations in America, but according to the census of 1900 there were then only eight hundred and seventy-seven gas plants, and the number was not growing perceptibly. The gas plants were earning an income of seventy-five million dollars. Last year the central stations earned eighty-five million dollars. The cost of construction and equipment of both was over 500,000,000 dollars, and whilst 22,400 men were engaged on gas plants, the number of men engaged on electric light was 23,300.

But this is only half the story. It is estimated that there are over fifty thousand isolated electric light plants in the country, and that they represent as many lamps as the central stations. New York city has one thousand of them, and some, like that in the Waldorf-Astoria, would run many an ambitious western city. Hence the figures against gas are doubled in most respects. The twenty million incandescent lamps burning nightly become forty million. The four hundred thousand arc lamps—Shelley's "insistent sisters of the day"—become eight hundred thousand. Were it not for the universal use of the gas-stove and the prevalence of the engine, one marvels what would have become of the illuminant of our forefathers.

Such is the extraordinary pace at which Americans live to-day, that while millions of people in that country have not yet got up to the stage of "civilisation" represented by the use of gas, but when they encounter it casually employ it suicidally, other millions more energetic, more progressive, have outgrown it and discarded it in consequence, and will have none of it even for a curling iron or a chafing dish, let alone for the primary purpose of lighting. To put it briefly, the *Electrical World and Engineer* declares that the use of electricity for lighting in New York State alone has increased over two thousand per cent. in ten years, and the use of electricity for power also from central stations has increased in the decade nearly twelve hundred per cent. And yet the electricians are inclined to think they have only just started in, whilst on the other hand the gas monopolists declare that electric lighting is a failure, and a municipal wiseacre in Brisbane has recently declared that in ninety per cent. of municipally operated electricity supply undertakings there has been a dead loss. A more idiotic statement was never made. It is a statement which is utterly devoid of truth, and a statement which never had the slightest foundation in substance or in fact, and an indication of the length to which the supporters of gas monopolies are prepared to go. I unhesitatingly challenge proof to the contrary, whilst

in justification of the policy and the action of the City Council of Sydney in adopting and carrying out to a successful issue a well-matured scheme of electric lighting for Sydney, I am prepared to furnish the profit and loss account of every municipal electricity undertaking in Great Britain and Ireland, accompanied by a most minute analysis of costs.

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## ELECTRIC LIGHTING—STREET ILLUMINATION.

A report by Mr. J. W. Bradley, M.I.C.E., a former colleague of mine, City Engineer to the Westminster City Council, on "Photometric Tests of Street Lamps in the City of Westminster," was published in April last year, and in the succeeding August a companion report on "Tests of Street Illumination" (gas and electricity), with statement of comparative costs made by Mr. Bradley, for the quarter ending 30th June, 1903.

The following particulars are abstracted from the copy of the report which Mr. Bradley kindly sent me :—

1. Electric Arc Lamps.—Northumberland Avenue, supplied by the Charing Cross and Strand Electric Light Company. Number of arc lamps tested, six. Average candle power, 590. Capital cost of lamp, £40. Interest and sinking fund per lamp per annum on the thirty years period, say £2. Cost of illuminant per lamp per annum and cost of lighting and maintenance per lamp per annum, £28. Total cost per lamp per annum, £30. Hours of burning per annum, 3,940. Total cost per candle power per hour, .0031d. Test No. 4—Total cost per candle power per annum, 12·2d. Average total cost per candle power per annum, including all tests up to date (four series), 11·35d.
2. Electric Arc Lamps.—Pall Mall, supplied by the Pall Mall Electric Light Company. Number of arc lamps tested, six. Average candle power, 362. Capital cost of lamp, £45. Interest and sinking fund per lamp per annum on fourteen years' period of contract, say £4. Cost of illuminant per annum and cost of lighting and maintenance per lamp per annum, £30. Total cost per lamp per annum, £34. Hours of burning per annum, 3,879. Total cost per candle power per hour, .00575d. Test No. 4—Total cost per candle power per annum, 22·7d. Average total cost per candle power per annum, including all tests up to date (four series), 14·9d.
3. Electric Arc Lamps.—Grosvenor Gardens, supplied by the Westminster Electricity Supply Corporation. Number of arc lamps tested, six. Average candle power, 576. Cost of illuminant per annum and cost of lighting and maintenance per lamp per annum, £22. Total cost per lamp per annum, £22. Hours of burning per annum, 3,940. Total cost per candle power per hour, .00234d. Test No. 4—Total cost per candle power per annum, 9·2d. Average total cost per candle power per annum, including all tests up to date (four series), 8·57d. The result of this test is particularly gratifying to myself, as in conjunction with my

colleague, Mr. George Livingstone, C.E., Engineer and Surveyor to the Vestry of St. George, Hanover Square, this contract was entered into in consequence of our joint representations and recommendations during the time I occupied the position of Vestry Clerk.

4. Refuge Lanterns.—Four incandescent mantles, Victoria Street. Number of lamps tested, five. Average candle power, 96. Capital cost of lamp, £15. Interest and sinking fund per lamp per annum on thirty years' life, say 15s. Cost of illuminant per lamp per annum, £8 15s. 6d. Cost of lighting and maintenance per lamp per annum, £3 16s. Total cost per lamp per annum, £13 16s. 6d. Hours of burning per annum, 3,940. Total cost per candle power per hour, ·00845d. Test No. 4—Total cost per candle power per annum, 33·3d. Average total cost per candle power per annum, including all tests up to date (four series), 31·85d.
5. Sugg's High Pressure Lamps. — Incandescent mantles, Whitehall. Number of lamps tested, six. Average candle power, 311. Capital cost of lamp, £15. Interest and sinking fund per lamp per annum on thirty years' life, say 15s. Cost of illuminant per lamp per annum, £13 6s. 2d. Cost of lighting and maintenance per lamp per annum, £4 3s. 10d. Total cost per lamp per annum, £18 5s. Hours of burning per annum, 39·40. Total cost per candle power per hour, ·00358d. Test No. 4—Total cost per candle power per annum, 14·1d. Average total cost per candle power per annum, including all tests up to date (four series), 10·58d.
6. Ordinary Single Burner.—Incandescent mantle, Victoria Street footway. Number of lamps tested, six. Average candle power, 34. Capital cost of lamp, £6. Interest and sinking fund per lamp per annum on thirty years' life, say 6s. Cost of illuminant per lamp per annum, £2. Cost of lighting and maintenance per lamp per annum, £1 4s. Total cost per lamp per annum, £3 10s. Hours of burning per annum, 3,940. Total cost per candle power per hour, ·00627d. Test No. 4—Total cost per candle power per hour, 24·7d. Average total cost per candle power per annum, including all tests up to date (four series), 18·39d.
7. Ordinary Flat Flame Burners.—Footway, Whitehall. Three burners each, 6·16 cubic feet per hour, 5 cubic feet per hour after midnight. Number of lamps tested, six. Average candle power, 57. Capital cost of lamp, £8. Interest and sinking fund per lamp per annum on thirty years' life, say 8s. Cost of illuminant per annum and cost of lighting and maintenance per lamp per annum, £5 0s. 2d. Total cost per lamp per annum, £5 8s. 2d. Hours of burning per annum, 2,166½ hours before midnight, 1,773½ after midnight.
8. Ordinary Single Burner.—Incandescent mantle, Carlton House Terrace. Number of lamps tested, five. Average candle power, 33. Capital cost of lamp, £6. Interest and sinking fund per lamp per annum on thirty years' life, say 6s. Cost of illuminant per annum, £1 10s. 11d. Cost of lighting and maintenance per lamp per annum, £1 1s. Total cost per lamp per annum, £2 17s. 11d. Hours of burning

per annum, 3,940. Total cost per candle power per hour,  $\cdot 00536d$ . Test No. 4—Total cost per candle power per hour,  $21\cdot 1d$ . Average total cost per candle power per annum, including all tests up to date (three series in this instance).

9. Ordinary Flat Flame Burners.—Footway, Chandos Street, Strand. Three burners, each five cubic feet per hour. Number of lamps tested, six. Average candle power, 44. Capital cost of lamp, £8. Interest and sinking fund per lamp on thirty years' life, say 8s. Cost of illuminant per lamp per annum and cost of lighting and maintenance per lamp per annum, £9 0s.  $10d$ . Total cost per lamp per annum, £9 8s  $10d$ . Hours of burning per annum, 3,940. Total cost per candle power per annum,  $\cdot 01307d$ . Test No. 4—Total cost per candle power per annum,  $51\cdot 5d$ . Average total cost per candle power per annum, including all tests up to date (four series),  $47\cdot 65d$ .

As will be seen from the foregoing, the results from each type varied considerably, the best results being obtained with the electric arc lamps. And yet, these experiments to the contrary, there are some people who still maintain that, light for light, gas is cheaper than electricity. The thing is not only preposterous, but is utterly ridiculous. I am quite prepared to admit that mere luminosity and actual cost are not the only tests to be applied with regard to the relative efficiency of these illuminants. These two things have to be taken in conjunction with another very necessary quality, that is, the distribution of the light over the area illuminated or supposed to be illuminated, and the testimony is undoubtedly largely in favour of electric lighting.

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### ELECTRIC LIGHTING—DEFINITIONS.

Owing to several discussions arising in Committee and elsewhere during the past two years, it has been suggested that it would be desirable to give a brief explanation of the various technical expressions which are repeatedly used in connection with an electricity supply installation, and which are incomprehensible to the uninitiated. Indeed, apart from the fact that with the undertaking in full operation during the course of the present year, the terms will be more generally used, it is absolutely necessary to comprehend these expressions in order to get even an elementary idea of the intricate subject of electric lighting, which literally bristles with abstruse technical terms.

The principal technical terms in connection with the measurement of electricity are the *volt*, the *ampere*, the *watt*, the *kilowatt*, the *ohm*, and the *unit*. A *volt* is defined as the electro-motive force which would cause a current of one *ampere* to flow against the resistance of one *ohm*. All electric text-books, elementary and advanced, agree that a fairly good comparison with electric power may be obtained by assuming a hydraulic system of water pressure in mains. Assuming that to operate a hydraulic lift one hundred gallons of water per minute at a pressure of forty-three pounds per square inch are passed through a pipe, and that by this means a lift cage weighing one thousand pounds is raised through ninety feet per



minute, or it may be said that 9900 pounds of foot work are done per minute, or that three horse power is required to work the lift, one horse power being equal to 33,000 foot pounds of work per minute.

An electrical analogy in relation to this point would read as follows :—

To operate an electric lift one hundred *amperes* of electricity at a pressure of three *volts* are passed through a cable, and by this means a lift weighing one thousand pounds is raised through ninety feet per minute. Consequently it may be said that 4,300 *watts* or 4·3 *kilowatts* are required to work the lift, and 4·3 *units* of electricity would be required to keep that lift working continuously for one hour.

It will be noticed that on comparison of these two statements that the quantity of electricity is spoken of as so many *amperes*, just as the quantity of water is described as so many gallons; that the electrical pressure is spoken of as so many *volts*, just as the water is said to have a pressure of so many pounds per square inch. It will be also observed that the horse power required to work the lift is obtained in foot pounds by multiplying the weight of the lift in pounds by the height to which it is raised in feet. In order to ascertain the electrical power required, the *volts* are multiplied by the *amperes* and the product of these two is spoken of as so many *watts* or *kilowatts*, a *kilowatt* being one thousand *watts*; there are 746 *watts* in a horse power.

The term *unit* expresses the fact that one *kilowatt* of electric power is being supplied for the space of one hour; a unit may also be sixty *kilowatts* for one minute or three *kilowatts* for half-an-hour. It is really a measure of energy expressing the fact that a definite amount of work has been done.

When one horse power has been used for one hour it may be said that one horse power of energy has been consumed. If one *kilowatt* has been used for one hour it may be said that one *unit* or one Board of Trade *unit* of electricity or of electrical energy has been consumed; ·746 of a unit, therefore, represents the same amount of energy as one horse power hour. The electrical meters fixed in consumers' premises will register the number of units of electricity consumed.

The *volt*, therefore, does not represent a quantity of electricity any more than a pound of pressure a square inch represents a quantity of water. In homely phraseology it merely represents the extent of the desire of the electricity to get out of or through the cable, just as the pounds of pressure per square inch represent the extent of the desire of the water to get out of or through the pipe.

The *ampere*, on the contrary, represents a definite quantity of electricity, just as a gallon is a quantity of water.

It is impossible to have *volts* without *amperes*, or *amperes* without *volts*, just as it is impossible to have water in a pipe or a vessel without pressure on the sides of that pipe or vessel.

The *ohm* is the electrical *unit* of resistance and is used to measure and express the fact that all conductors resist the flow of electricity through them. This is analogous to the fact that a pipe offers resistance to the flow of water through it. This effect is well known to all those accustomed to use long hose pipes for watering their gardens. At the tap the water comes out with a full pressure, but at the end of the hose pipe the pressure is much diminished, due to the resistance of the pipe. In the

same way the electrical pressure is partly lost during the passage of electricity through a conductor, and this loss is due to the resistance of the conductor, which is defined as so many *ohms*.

Electrical engineers are very careful, therefore, to calculate the resistance of the wires they use before putting them up, especially when they are for electric lighting, in order to make allowance for the *amperes* of current to flow through them, so that but little of the pressure or *volts* shall be lost.

The "Board of Trade unit" is the recognised standard of calculation by means of which the electricity supplied is charged for. The Board of Trade unit has been fixed at 1,000 watts for one hour, and a maximum charge per unit of eightpence. Briefly the unit may be described as sufficient current to maintain an eight candle power lamp for about thirty-two hours, so that when eightpence per unit is the charge for electricity, each eight candle power lamp will cost one farthing per hour. The glow lamp is a commonly accepted basis of comparison with the ordinary gas burner. But it must not be forgotten that there are in use other electric lamps than glow lamps, such as the well-known arc lamps and the more recently developed Nernst lamps, which give much more light for the electricity they consume than is the case with the glow lamp. In just the same way the Welsbach gas lamp gives much more light than the ordinary gas burners for the quantity of gas it consumes. Gas engineers very commonly ignore this fact, and compare the Welsbach lamp with the electric glow lamp, the comparison of the Welsbach gas lamp with the electric arc lamp being somewhat unfavourable to gas. It is well, therefore, to bear these important facts in mind when estimating the cost of electric lighting. The *unit* is also equivalent to sixteen lamps of sixteen candle power burning for one hour, or to one such lamp burning for sixteen hours. Again, as an eight candle power lamp requires thirty *watts*, a Board of Trade *unit* would supply thirty-three eight candle power lamps for one hour, or sixteen candle power lamps for the same time.

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## ELECTRIC LIGHTING—DISTRIBUTION SYSTEMS.

The systems of electricity supply are broadly divided into two defined systems—the one usually known and described as the "low pressure" and the other as the "high pressure" or "high tension." There are also two distinct sorts of electrical currents, both of which produce similar effects. They are known respectively as the "continuous," frequently designated the "direct," and the "alternating." Mr. Scott Russell, M.I.C.E., however, states it is not strictly true to define the high and low pressure systems as perfectly distinct. The low pressure is purely low pressure from first to last, but the high pressure is a combination of high and low pressure. In the high pressure system the distributing mains are the same as in the low pressure. The difference is the pressure at which the current is transmitted from the central station to the suitable points in the distributing area, at which it is converted from high to low pressure by means of transformers. A transformer is an apparatus used in connection with alternating current distribution for the purpose of changing the high pressure current used in the mains into a low pressure current suitable for house lighting. The continuous system, which is generally adopted by the low pressure supply companies,

may be regarded as a current which is characterised by uniformity progressing continuously in one direction, and the alternating, which is usually adopted by the high pressure supply companies, as one which while progressing alternates very rapidly, first in one direction and then in another.

Each of these particular systems has its own ardent and enthusiastic partisans, and the disputes as to their respective merits and efficiency have occasionally been exceptionally heated and protracted. It is not necessary for present purposes to more particularly enquire or to understand why some eminent electrical engineers prefer one and some the other, as the reasons adduced are purely of a technical character. As to the selection between the two high pressure systems, the continuous and the alternating, circumstances alone can decide which is the best for adoption in any particular neighbourhood, and this is a matter upon which, like all other matters pertaining to a technical and professional nature, the Council has been very properly advised by a thoroughly competent firm of electrical engineers of the highest standing in their profession, and not by a layman possessing a mere rudimentary knowledge of the subject.

Suffice it to say here that local conditions and requirements must of necessity govern the system to be adopted in each instance, the high pressure with alternating current being most frequently used in sparsely populated straggling districts, and where the current has to be transmitted long distances, and the low pressure with continuous current where the consumers' houses are in close proximity to each other, or where current has not to be transmitted beyond a radius of one mile or so from the generating station. From the producers' point of view the advantage of high pressure distribution is that the current can be transmitted long distances at a comparatively small cost for mains, but from the consumers' point of view, which cannot be altogether ignored, the low pressure system with continuous current is by many preferred, especially when used in combination with accumulators. As regards the best system, there is no best, but, as stated, each is best for particular circumstances. The two extremes have been incidentally referred to, the concentrated area and the sparsely populated district, and between these two there will be no doubt various circumstances in which judgment alone on the part of an experienced electrical engineer can define the happy medium and decide what system is best.

It may be stated here on the authority of Captain Ironside Bax, General Manager of the Westminster Electric Supply Corporation, Limited, that another pronounced advantage of the continuous current is that it is safer and gives a steadier light of more unvarying brilliancy than that of the alternating current, so that not only is the light a pleasanter one, but the steadiness of the pressure tends to prolong the life of the lamps, which in itself is an important desideratum. This, however, is purely a matter of opinion, and advocates of the alternating current are equally strong in its favour.

The regulations and conditions made by the Board of Trade for the safety of the public in drawing the line of demarcation between the high and low pressure systems indicate that supply companies which generate current at a pressure not exceeding 500 volts, if continuous or 250 volts if alternating, are officially deemed to be low tension supply companies, those generating at a voltage not exceeding 3000 volts, whether continuous or alternating, to be high tension supply companies,



and those generating at a pressure of over 3000 volts, extra high tension companies. In relation to the matter of high and low pressure, it may be interesting to refer to a favourite illustration of hydraulic analogy. An ampere flowing under the electro-motive force of one volt is analogous to a pound of water flowing under a pressure of one foot of head. Now the work which can be done by a given quantity of water, or, to use the word of the Act, the "energy" which it contains, depends neither upon its quantity alone nor upon its head alone, but upon the "product" of the two quantities. Ten pounds of water falling from a height of one thousand feet will do just ten times the work in raising a lift or in any other way that it would do if it fell from one hundred only. In the first place it will give  $10 \times 1000 = 10,000$  foot pounds of energy; in the other only  $10 \times 100 = 1000$  foot pounds of energy. Further, if 10,000 foot pounds of work is required for any given purpose, it can be obtained equally well in an indefinite number of different ways. One hundred pounds from 100 feet, or ten pounds from 1000 feet, or one pound from 10,000 feet, all would equally give the required result. The first named corresponds to the methods of the low tension companies who supply a large quantity at a small pressure; the last named to that of the high tension companies, who use a small quantity at a very high pressure. Mr. N. Scott Russell, M.I.C.E., gives an admirable description of the different systems.

The low pressure direct current system consists in distributing the current generated by the dynamos direct to the lamps, usually at one hundred to two hundred and fifty volts, with or without secondary batteries, the supply station being comparatively near to the distributing area. Some electrical engineers advocate the low pressure system, even where the station is as much as a mile or more from the furthest lamps to be lighted. It is generally conceded, however, that this distance of two miles is the limit at which the low pressure plan can be economically employed. Taking the usual standard of 1000 as the maximum current per square inch sectional area of the copper conductors, the loss of pressure is about two and a half volts for every hundred yards, or about forty-four volts per mile. It will therefore at once be seen what a great advantage is gained if current is transmitted at high pressure, for at one hundred volts forty-four per cent. would be lost in a mile, while at one thousand volts only four and a half per cent. of the pressure is lost. Under these conditions the low pressure plant has to be made forty per cent. larger than if high pressure were used, and at full load forty per cent. more electrical units would have to be generated than are paid for. This loss, however, is in practice reduced by making the copper conductors larger, but this adds proportionately to the cost of the mains. A modification of the foregoing system was introduced some years ago for electrical distribution in order to increase the pressure in the cables without augmenting it in the lamps, called the three-wire system, and its developments the four and five wire systems. In the three-wire system, as the name implies, three conductors are employed, and the house wires are connected alternately between the one and the other outer wires and the middle wire, so as to keep as near as possible an equally balanced load on either side of the middle wire, and the difference of pressure between the two outward conductors is thus two hundred volts. An extension of this principle comprises four wires, in which case the difference of pressure between the two outside wires would be three hundred volts, or by using five wires the difference of pressure would be four hundred volts. In all cases the pressure at the lamps is kept uniformly at one



hundred volts, but the pressure in the mains results in diminished loss in transmission between the distant generating station and the area to be lighted.

In certain low pressure systems which have been commenced it has been found essential to have three or four separate stations, each with running machinery, and the great economy of one station and one supervision was consequently lost. With the high pressure system complete freedom of choice in selecting a site for a central station is obtained, and in England it was considered probable, as city and town electric lighting extended, the advantages of being able to place the station outside the town, with facilities for getting coal and water, will be appreciated and the high pressure system come into more general use than hitherto. As a matter of fact this anticipation has been realised, there being already two companies with generating stations on coal fields. On the alternate current system, the low pressure distributing mains, say one hundred volts, are laid down on each side of the street to be lighted, and a high pressure main, say two thousand volts, on one side only. As often as convenient, depending of course on the number of lamps to be supplied, say at each one thousand yards or other suitable distance, it is customary to provide a transformer or sub-station, the transformer receiving the current from the high pressure main at two thousand volts, and reducing it down to one hundred volts, feeding the low pressure distributing mains at each side of the street. The low pressure mains are fed and maintained at a constant pressure, the distance between the transformers being such that practically perfect regulation of the pressure exists along the centre line to be lighted. Professor Fleming, of University College, London, who has made a special study of alternating currents, and whose book on the Alternating Current Transformer is considered one of the best works on the subject, made a careful comparison between a low pressure and a high pressure feeder of a mile long, each giving a maximum supply of 24,000 watts. He finds that the low pressure feeder costs £1000 and the high pressure feeder costs £500, and the annual cost of the former is £111 and of the latter £96. This is a very open statement, but the figures are quite accurate in each case, though results diametrically opposite can be shown. It may be stated here that in the case of alternate high pressure working the current from the dynamo is led to the transformer and back from the transformer to the dynamo. The low pressure current is led to the lamps from the transformers and back from the lamps to the transformer. The high pressure circuit is complete between the dynamo and the transformer, and the low pressure circuit is complete between the transformer and the lamps. There is no actual connection between the two circuits, the effect being produced in the transformer by the magnetic influence of the high tension current on the low tension circuits of the transformer. Thus high pressure may be safely used without possibility of danger on the low pressure circuits.

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#### ELECTRIC SUPPLY UNDERTAKING—MUNICIPALISATION.

During the past two years I have frequently heard it confidently asserted that no considerable section of the public had ever manifested the slightest desire for the introduction of electric lighting, the public being content apparently to leave the decision in the hands of their municipal representatives. At the same time it has appeared to me that

a widespread feeling existed that the public streets and thoroughfares of the City should be lighted by electricity, and as a corollary to this feeling it may be effectively argued by the advocates of public lighting by electricity in substitution for gas that, as in other commercial undertakings of a speculative character from the municipal standpoint, the supply would create the demand, and that the use of electricity for private lighting and power would assuredly follow as a matter of course. This contention scarcely permits argument, but many who admit its accuracy contend that the desired object might have been achieved by private enterprise rather than by the municipality.

In considering the establishment of an electricity supply undertaking, the first and most important question which presents itself, and which must be decided at the very outset, is whether the Corporation will undertake the responsibility of working the electricity installation itself or allow a private company or companies to undertake the electric lighting of the district. The question whether the Corporation should retain the business in its own hands for the benefit of the ratepayers, or by default sanction its absorption by a company, thus alienating its municipal birth-right, has undoubtedly to be faced, and an enlightened public opinion will speedily demand an answer of no prevaricating nature.

With regard to Sydney, I am glad to say that through the very commendable foresight and perspicacity of Sir William Manning and his colleagues in 1896, a fairly comprehensive Act of Parliament was obtained conferring the necessary powers on the City Council, and having last year dealt very fully with the provisions of the Act generally, I do not propose on the present occasion to extend those observations. With regard, however, to the municipalisation of electricity supply works, I freely admit considerable difference of opinion exists. Whilst I cannot deny that, from a probably mistaken view of mundane affairs, there is always a tendency to municipalise too much, my own opinion has, nevertheless, always been strongly in favour of the municipalisation of all public undertakings partaking of the nature of common services, such as gas works, water works, workmen's dwellings, sanatoriums, public libraries, public baths and wash-houses, public parks, pleasure grounds, public cemeteries, tramways, and electricity supply, and only under the most exceptional and favourable circumstances should the great cardinal principle of municipalisation be departed from in these and cognate matters. It is a matter of common knowledge to a municipal student that the history of electricity supply undertakings shows that although the great bulk of pioneer work in establishing electricity works was undertaken at the instance of private enterprise and by means of private capital, the more recently established concerns are almost in every instance being carried out by the local and municipal authorities by means of public funds. This fact in itself affords ample testimony in favour of the general principle of municipalisation.

The reasons for municipalisation, although they have no doubt been repeatedly urged in many quarters, are so strong, so cogent, and so lucid that in defence and in justification of the action taken by the Council I again venture to recapitulate them here for the careful consideration of those who may entertain contrary opinions on the subject:—

1. It is generally admitted that a municipal authority can borrow the necessary capital for the initial outlay under more favourable circumstances than can be done by any private company.

2. By municipalisation the capital applied to the purpose will not be increased by promotion expenses, or by the result of early failures, as in the case with so many companies.
3. Electric light can be supplied by a Corporation at a price so as to be profitable, less than that at which would be charged by a company, because the latter must charge a price sufficient after payment of all working expenses to provide a good dividend for its shareholders.
4. By municipalisation the Corporation will simply require to make a sufficient profit to pay the interest and sinking fund on the amount of borrowed capital.
5. Where the installation is carried out by the Corporation it is not necessary to increase working expenses by payments to directors for administration, and consequently municipalities can manage more economically than companies.
6. If the business which will accrue should be profitable so as to be greater than the interest required for the money borrowed, and in payment of redemption charges, this additional profit may not only be applied with advantage to the reduction of the rates, but also towards the very large expense which would be incurred in lighting the public streets and thoroughfares.
7. In the event of a Corporation deciding to allow a company to undertake the installation, the first step of the company—assuming that the conditions imposed by the Imperial Parliament would apply locally—would be to select a compulsory area, limited in extent probably, but which would certainly comprise the choicest portion of the City from an electric lighting point of view. Ratepayers within the limits of this compulsory area would be able by the use of the electric light to make their places of business more attractive, to the detriment probably of the ratepayers outside the restricted area, who could not under English conditions demand a supply for two years, and could then only obtain it under onerous conditions of guarantee, etc.
8. Where installations are in the hands of companies the progress and growth of the undertaking is necessarily slow. Shareholders very naturally believe in quick returns and insist upon immediate and good dividends as the precursor to any contemplated enlargement of the capital account. From the beginning business is cramped and really obstructed owing to want of capital, with the inevitable consequence that the unfortunate ratepayers in the outside area are left out in the cold.
9. A corporation can afford and, where a progressive spirit dominates its administration, frequently does take broader and more comprehensive views than a company, and in the event of the business being sound as a commercial concern justifying extensions, the object of the Corporation would be to develop it on an extended basis as expeditiously as possible. A municipality can afford to provide capital extensions without the necessity of waiting for a five per cent. dividend upon the work in the compulsory area, the principal aim, with due regard to permanent profitable

results, being for a corporate body to extend the benefits of electricity supply throughout the whole of the city or borough.

10. The Corporation will be in itself a good customer in the direction of public lighting. The drawback to the electricity supply industry is that arising from the fact that the demand ceases almost entirely about eleven o'clock at night, and economical working is greatly increased if the load can be continued far into the night.
11. Municipal authorities—Esau-like—in numerous instances have not only allowed their birthright to be filched from them, but have deliberately sold it by sacrificing the citizens' monopoly in gas and water, and the same blunder, it is contended with reason, would be perpetrated by sanctioning the creation of a similar monopoly in the hands of a company providing an installation of electric light.
12. Experience demonstrates that ratepayers as a body will support an undertaking in which as ratepayers they are personally interested as predominant partners more readily and more extensively than a concern which they naturally look upon as a private monopoly worked for private gain only.
13. The most important reason, however, which is urged is that by retaining the manufacture and supply of electrical energy in its own hands the Corporation usually retains for itself the entire control of the industry, while it at the same time applies to the use of ratepayers a system of sanitation and modern hygiene as beneficial to the public as a system of water supply or that of drainage.

In contradistinction to the reasons just adduced, and which I may say here are not only urged by laymen like myself a bit enthusiastic on the subject, but by level-headed eminent electricity specialists like Sir William Preece and Mr. Robert Hammond, it is pointed out that at the present time there is not an apparent but a real danger of electric lighting being adopted faster by local authorities than local authorities themselves are competent to undertake the responsible duties of administration. It is admitted by those who take this view that in extensive corporations like Birkenhead, Birmingham, Bradford, Brighton, Bristol, Edinburgh, Glasgow, Leeds, Liverpool, Manchester, Portsmouth, and Sheffield there are usually to be found men of good business capacity and ability who are fitted by commercial experience to undertake the direction of what is really a large business concern with extensive ramifications. But, on the other hand, it is pertinently urged that there are many places where this is not the case, and consequently in many instances such places are in danger of committing serious mistakes, and getting the thing badly mismanaged because they cannot obtain really well-qualified electrical engineers to undertake the technical and professional responsibility and duties. Such places, it is stated, are tempted to put in young and inexperienced men, and that unless great care is exercised, blunders almost irreparable will be the inevitable result. In many cases again local authorities make the mistake of entrusting the management and control of the electricity supply department to large committees with no provision for continuity of management. To meet this, it is stated by those having experience that the best course after a municipality has



adopted its scheme and definitely decided upon its course of action is to appoint a small committee of good business capacity and experience and to obtain a good and properly qualified electric engineer to take charge of it, though the warning note has been sounded in England that with the extraordinary rapid development which is going on these well-qualified men are becoming very scarce.

With reference to the third reason given as to local authorities being in a position to charge less than public companies, this contention is corroborated and strongly supported by the figures quoted in the matter of the price charged per unit in the different places. It is not so very long ago since, as the result of enquiries made from one hundred different places in England, this was clearly demonstrated, as the following comparative abstract will show :—

#### PRICE CHARGED PER UNIT.

No.	By whom Installations Worked.	4½d.	5d.	5½d.	6d.	6½d.	7d.	7½d.	7¾d.	8d.	8½d.	9d.
63.	Local Authorities..	3	10	2	36	—	10	—	1	1	—	—
37.	Companies ..	1	3	1	8	3	6	1	—	12	1	1

Under all the conditions there is no doubt that the municipalisation of the electric light undertaking is the best course to pursue in the interests of the citizens and the City.

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#### ELECTRIC LIGHTING—ADVANTAGES.

Apart from the very important question of actual cost it is claimed by the advocates of electric lighting, and, indeed, it is almost universally acknowledged, that there are a number of great distinct advantages attending its use which cannot fail to be appreciated in the long run by the general public, and which will in time ensure its adoption. At the present time it is undoubtedly a desideratum that electricity as an illuminant, having established and maintained its claim to practical recognition as such, and having taken a firm hold on the public mind, should be thoroughly understood by those who advocate and those who from conscientious motives no doubt oppose its adoption as well as those who actually use it.

Mr. Hammond, one of the foremost metropolitan consulting engineers, unhesitatingly claims that by the use of the electric light the whole of the advantages connected with lighting by gas, oil, or candles can be altogether avoided, the electric-incandescent or glow lamp being almost a perfect light, standing the most rigid and trying tests of purity, cleanliness, coolness, convenience, steadiness, beauty and safety.

With regard to the *purity* of the electric light, this, I think, cannot possibly with accuracy be questioned or over-rated, neither can the intrinsic value of its hygienic advantages be over-estimated. One wide and sweeping indictment can undoubtedly be brought against *all* artificial lights except the electric light, for they have in common one serious fault, a fault which hitherto has been found incapable of eradication by any improvement, and which, as a matter of fact, absolutely condemns their use for indoor purposes. This serious fault is that the greater or lesser brilliancy of the illumination from derived gas, oil, and candles depends upon the greater or lesser amount of oxygen which these illuminants extract from the air.

It is an established fact that four ordinary gas jets in a room of average size produce more deleterious effects on the atmosphere than twenty human beings, as each jet consumes more pure air than five people do. Oxygen, as is well known, is the ingredient in the atmosphere necessary to sustain human life. But by using the electric light the air is not vitiated or consumed, and consequently impure air impregnated with noxious fumes need not be inhaled. The incandescent or glow electric light is obtained by the heating of a thin filament inside a hermetically sealed glass bulb. If this bulb was not hermetically sealed, and the air came into contact with the white hot filament for only one second, the filament would be at once destroyed, and the light would be immediately extinguished. Thus, while the older forms of illumination depend for their existence upon a constant supply of oxygen, the electric light depends for its existence upon the entire absence of a supply of oxygen. Therefore it necessarily follows as a primary condition that the most important advantage—an advantage which is all important, as it tends to improve sanitary conditions—is gained by the consumption of electricity as an illuminant, namely, that of a higher standard of health. Indeed, if no other advantage but that of a higher standard of health as regards the whole community were to be gained by the adoption of the electric light, its use on this score alone would be more than amply justified. It has been authoritatively stated that the doctor's bill at the General Post Office, St. Martins-le-Grand, London, is less by £680 per annum since electric light has superseded gas in that establishment, and there can be no possible shadow or manner of doubt that the general standard of health must become appreciably higher wherever the life-giving oxygen of the air remains available for breathing purposes, instead of being consumed by the illuminant used.

On the question of *cleanliness* there is scarcely any room for discussion. The older forms of light not only throw off poisonous and deleterious fumes which are inimical to health, but a certain number of carbon particles pass unconsumed through the flame and settle down in the form of "smuts." These "smuts," it is needless to say, are the sulphurous fumes given off by gas, the consumption of which liberates sulphurous hydrogen and carbon disulphide, and which tarnish gilding and blacken silver, ceilings, cornices, wall paper, picture frames, works of art, general ornamentation, and decorations, etc.

The late Dr. Letheby, in a very able "Report on the Coal Gas Supply to the City of London," furnishes numerous instances of the destructive effects of these products of gas lighting. He unhesitatingly and very strongly affirms that enormous damage was occasioned to the building and the books in the Athenæum Club, the London Institution, and the Royal College of Surgeons. In the Athenæum Club, wherever the books had been exposed to the atmosphere containing the vapours of burnt gas, they were rotten as tinder; indeed, it frequently happened that the covers gave way in attempting to remove a book from its place on the shelf. This is sweeping testimony, but it has received strong corroboration from bookbinders and booksellers.

On the other hand, the electric light is an absolutely clean light, as it gives off no fumes, noxious or otherwise, no smoke and no soot. A comparison of the cleanliness of premises lighted with the electric light with those adhering to the older methods of lighting is most convincing on this point.

The *coolness* of the electric light is also claimed by the advocates of this form of illuminant as a distinct advantage. Repeated tests have shown that the heat given off by gas is, light for light, twenty times as much as that given off by the electric light. Spermaceti or wax candles and paraffin oil give off about twenty times as much, and tallow candles thirty-six times as much. It has been strongly urged that this deficiency in heat is a disadvantage rather than an advantage, and there are some who actually object to the electric light on this account, the argument adduced being that gas is of great service for the purpose of heating rooms ; but gas, it must be remembered, can only raise the temperature by distributing noxious fumes and vitiating the atmosphere, and heating arrangements must be arranged by more healthy methods.

The important question of *convenience* and the capability of the electric light of being measured and economised is an advantage which in these days of high pressure and rush cannot be ignored. The constant necessity for using matches and tapers for the lighting of gas jets, lamps, candles, etc., has nowadays developed into so much a matter of custom that it has perhaps ceased to be considered either a nuisance or a danger ; but one of the great practical advantages of the electrical light is the ease with which it can be turned on and off, simply the movement of a switch, and which explains to some extent the small consumption of energy per lamp mentioned elsewhere by Sir William Preece. Again, there is no nuisance caused by droppings from tapers upon chairs and tables. The lamps can be placed in any position pointing downwards, upwards, or horizontally as convenience may determine or comfort require. They can be placed close to combustible material, cambric, muslin, or bed curtains, without doing any harm and with absolute immunity from risk. If by any accident a lamp be broken, the oxygen of the outside air rushes in and instantaneously extinguishes the light before even the most inflammable material can be set on fire. In the case of shop lighting the great ease with which lights can be turned on and off is a valuable adjunct to economy. A leading jeweller in Brighton, England, while keeping his window always well illumined, never has more than two lights burning when there is no customer in the shop, but when a customer enters the shopkeeper immediately floods the place with light, which in its turn is extinguished, and therefore economised, on the customer's departure. This custom is also adopted very largely in some of the large restaurants in the West End of London.

Again, the incandescent or glow electric lamp is characterised by *steadiness* and perfect reliability ; it is not affected by draughts causing it to flicker. The electric light when the electricity is generated by powerful engines specially designed for the purpose and supplied from a central power station can be made absolutely steady and reliable. It is well known that since gas has been generally used, there has been a very large increase in the number of persons using spectacles as aids to vision. Eminent oculists are agreed that constant fluctuation of a gas flame causes great harm to the retina of the eye by keeping it in constantly varying vibration, while the uniform volume of light received from an incandescent or glow electric lamp makes it more comfortable and less dangerous to the eye than any other form of illuminant known.

In the matter of *beauty*, it is sometimes urged that a room never looks so well as when it is lighted by wax candles or by elegant oil lamps hung from the ceiling or in draped corners ; but though architects were somewhat slow to consider the question of the artistic arrangement of incandescent electric lamps, they have now fully awakened to the fact



that they are capable of the most artistic handling. The glow lamps in themselves are beautiful objects, requiring little external decoration or other adventitious aid to effect, and where care is exercised very happy effects can be produced. As an additional advantage, shopkeepers who deal in perishable goods should take into account the annual saving they may effect by substituting electricity for gas when hesitating to incur the initial outlay for wiring and for fittings, etc. Stock on upper shelves frequently become deteriorated by gas, and it is a common practice to write off losses caused by damage to goods by its use. Again, in case of any alarm at night, as for instance, by burglars, the electric light may be at once switched on without going through the wearying and laborious process of lighting each individual burner, as must be done when gas is used.

It is further argued by the advocates of electric lighting that it is the safest of all illuminants, and it is absolutely free from danger to life and limb, and that this is therefore the most distinct and important advantage to be obtained from its adoption.

In support of this view, it is claimed that it is no uncommon occurrence to hear of serious and costly explosions and distressing accidents occurring through the use of the older forms of illumination ; and it has been stated that in consequence of their frequent recurrence the public appear to pay absolutely no attention to them ; and the press nowadays satisfies itself with very meagre reports of calamities which have long since through their frequency ceased to be in the nature of novelties as regards news.

Insurance companies have made up their minds that electric lighting, when the wiring is well done (and they have formulated special rules on the subject), is the safest of all illuminants. Statistics show the following comparative risks :—Fires in one year from paraffin oil, 259 ; from gas, 110 ; matches used for gas, 35 ; candles, 88 ; arc electric lights, 7 ; incandescent electric lights, only one. These figures ought to be conclusive to an unprejudiced mind in manifesting the superiority of electricity over gas as regards immunity from fire risks.

During the last decade of fifteen years many theatres and other large public buildings in various parts of Europe have been destroyed by fire traced to the use of gas ; and while Sydney appears to have been remarkably free from catastrophes of this nature, England has unfortunately experienced its proportion of these calamities, and the opinion has been freely expressed that the time cannot be far distant when legislation, as in Spain, will compel the use of the electric light in theatres, at least, if not in all public buildings, a consummation devoutly to be wished. These calamities have occurred in consequence of fires arising from the ignition of gas where it has escaped, or through carelessness in throwing away the match used to light the gas. It has been clearly demonstrated that in the case of the electric light no such accidents can possibly happen. It is absolutely free from leakage or escape, no match is required to light it, and the electric current cannot possibly explode by the juxtaposition of a lighted taper or candle.

In the early days of the electric light considerable importance was attached by its opponents to the danger arising from the touching of all wires conveying the electric current, and one or two sad accidents occurred through the touching of bare wires conveying high pressure current ; but it must be pointed out that the small incandescent electric lamps used in house lighting only require a low pressure current, which is absolutely innocuous. Not only so, but in order to prevent the electric



wires coming into contact with any metal which might cause the current to leak, they are carefully covered throughout with insulating material of proved character, and it is impossible for anyone in a house to come in contact with the current, even if it were of a dangerous character, which it is not. Again, it is alleged that the electric light is much safer on all grounds than any other mode of lighting, and the erroneous idea that was so greatly prevalent at its inception that it required scientific knowledge to use it has indeed long since been abandoned and consigned to obscurity. With regard to the danger of fire from electric lighting it may be stated that when the wiring has been properly carried out, the insurance companies consider that electric lighted premises are much safer than those which are not so lighted. That electricity is considered a safer illuminant than gas or oil lamps when ordinary care is used in the placing of conductors is sufficiently evidenced by the following extract from the County Fire Office rules :—"Electricity is the safest mode of lighting, provided it is properly installed, and the chief elements of safety are the use of the best materials throughout and the employment of a thoroughly competent and reliable firm to carry out the work." The Phoenix Fire Office also have rules to a similar effect.

The practical utility of electricity, not only as an illuminant, but for power purposes, cannot be questioned ; and whilst there are no doubt other advantages of a minor character to be gained by the use of electric light, in which every individual citizen and ratepayer is interested as a shareholder directly or indirectly, the advantages enumerated will, I assume, be ample and sufficient to convince the wavering, who, as I remarked on a former occasion,

" Linger shivering on the brink  
And fear to launch away,"

of its infinite superiority over gas and oil as an illuminant of undoubted pre-eminence.

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## ELECTRIC LIGHTING—EXPERIMENTAL STAGE.

One of the principal, if not the principal argument most frequently adduced against the adoption of the electric light, and an argument which I confess I have heard with some surprise at our own Council and Committee meetings during the past two years, is that electric lighting is practically in its infancy notwithstanding the steady progress which it has made towards perfection during the past few years, and consequently that it is passing through a testing or experimental stage. I am far from saying that electric lighting and its apparatus has in any sense reached the highest degree of perfection to which it is possible to attain. I have not the slightest doubt but that the inventive faculty of mankind will always be on the alert, and that improvements of an important nature will continue to be developed year by year just as they have done in regard to gas lighting—the Lucas lamp being but a thing of yesterday. The fact of inventive genius being developed year by year is, I submit, no valid or tenable reason why a spirit of enquiry and investigation should not be made or why a progressive spirit should fail to characterise a municipal body having the true welfare of the City at heart. Whilst I do not advocate blindly rushing into extravagant capital expenditure without a fair prospect of a reasonable return upon the outlay within a

year or two after the works are in operation, I certainly consider that the argument as to electric lighting being in an experimental stage is not only irrational, illogical, and devoid of support, but pessimistic in the extreme. To argue that the Council has proceeded with undue haste, as the time has not arrived for electric lighting being adopted or even considered—as some have done to my knowledge—is, I submit, altogether wide of the mark. This is an age of active progress in municipal enterprise, and a fair, unbiassed, and unprejudiced consideration of the important series of places in which electricity supply undertakings are in full operation, clearly and, to my mind, most satisfactorily demonstrates that electric lighting has practically passed the experimental or initial stage, and that by its adoption Sydney will now reap the numerous advantages derived from the experience of other towns.

In Great Britain and Ireland the supply of electricity both by municipalities and companies, except in the case of undertakings authorised by Electric Power Acts, is regulated by the Electric Lighting Acts of 1882 and 1888 and the Electric Lighting (clauses) Act, 1899. The last-mentioned Act, as is usual in Acts of this character, consolidates all the important clauses which have been introduced into provisional orders. A provisional order, it may be explained, confers on the owners the right to supply electricity in any given area. It is granted by the Board of Trade, and is subsequently confirmed by Act of Parliament when it becomes an “order.” The possession of an order has generally been regarded as the ownership of a monopoly of supply in the case of municipalities, and also as a matter of practice of companies except in London.

According to the last published statistics issued by the Board of Trade, 709 orders have been granted, the position of these orders at the end of last year, 1903, being as follows :—

	Local Authorities.	Companies.
1. Works in operation .. ..	251	180
2. Works in course of construction ..	104	34
3. Works not yet started .. ..	121	19
	<hr/>	<hr/>
Total ..	476	233

In some cases orders are amalgamated so that the total number of undertakings in course of construction or in actual operation is less than the number of orders issued—namely, local authorities, 323 ; companies, 145 ; total, 468. The capital already invested in the undertakings is approximately as follows :—Local authorities, £30,000,000 ; companies, £26,000,000 ; total, £56,000,000.

The following record of municipal electricity works shows the results in fifty-six selected cities and towns at the end of 1903, the cities and towns selected being restricted to places with a population of 50,000 and upwards. The same return shows the price of gas per thousand cubic feet in each of the places mentioned :—

City or Town.	Population.	Capital Outlay.	Net Receipts.	Surplus after Meeting Interest and Repayment Charges.	Gas Price per 1000 Cubic Ft.
		£	£	£	s. d.
Aberdeen .. ..	157,000	194,079	15,912	6,767	3 5
Barrow-in-Furness ..	57,600	67,373	3,586	425	2 6
Bath .. ..	50,000	109,428	6,767	377	2 9
Belfast .. ..	349,000	221,718	13,349	2,602	2 3
Birkenhead .. ..	117,000	93,344	5,856	1,195	2 6
Birmingham .. ..	522,200	588,323	34,629	6,788	2 4
Blackburn .. ..	127,500	174,690	11,542	1,834	2 10½

City or Town.	Population.	Capital Outlay.	Net Receipts.	Surplus after Meeting Interest and Repayment Charges.	Gas Price per 1000 Cubic Ft.
		£	£	£	s. d.
Blackpool .. ..	50,000	177,766	12,470	2,352	2 4
Bolton .. ..	171,100	207,482	20,807	7,642	3 3
Bootle .. ..	60,000	72,454	7,053	3,335	2 11
Bradford .. ..	281,800	429,768	37,769	9,108	2 6
Brighton .. ..	125,000	463,674	35,184	7,985	3 0
Bristol .. ..	328,800	453,290	27,165	5,872	2 1
Burnley .. ..	100,000	75,147	7,776	3,552	2 3
Burton-on-Trent ..	50,400	57,891	2,835	163	2 9½
Bury .. ..	60,000	59,240	3,078	21	2 2
Cardiff .. ..	164,300	157,561	10,630	3,647	3 1
Croydon .. ..	141,200	231,343	18,149	4,604	2 10
Derby .. ..	114,000	159,657	10,067	597	2 11
East Ham .. ..	104,000	87,476	5,559	1,976	3 2
Edinburgh .. ..	327,400	800,710	62,125	14,532	3 2
Glasgow .. ..	800,000	1,041,746	75,865	15,464	2 6
Greenock .. ..	67,600	80,206	5,471	630	3 2½
Hackney .. ..	230,000	227,066	13,533	2,254	3 1
Halifax .. ..	106,000	212,579	12,968	4,973	2 0
Hammersmith .. ..	114,200	190,329	10,913	1,063	2 11
Hampstead .. ..	81,900	320,429	22,731	4,491	3 1
Hanley .. ..	62,000	81,940	6,139	1,261	2 8
Huddersfield .. ..	95,000	164,597	14,155	2,945	2 7½
Hull .. ..	240,600	252,546	15,808	2,648	2 4
Ilford .. ..	50,000	74,125	5,421	1,516	3 6
Leeds .. ..	437,300	671,412	40,190	1,383	2 3
Leicester .. ..	211,600	216,232	15,735	4,704	2 4
Leith .. ..	76,700	82,080	6,372	1,108	3 0
Leyton .. ..	120,000	126,455	7,796	926	3 4
Lincoln .. ..	50,000	45,513	2,975	336	2 3
Liverpool .. ..	705,000	1,336,709	99,945	33,415	2 11
Manchester .. ..	659,100	1,713,627	84,853	8,315	2 9
Newport .. ..	67,300	177,470	7,563	450	3 6
Nottingham .. ..	239,800	347,479	31,696	8,879	2 10
Oldham .. ..	137,200	216,882	12,612	5,329	2 6
Plymouth .. ..	110,000	125,914	8,369	2,601	2 0
Portsmouth .. ..	192,200	218,446	14,202	3,000	2 4
St. Helens .. ..	90,000	132,658	8,209	576	2 6
St. Pancras .. ..	235,300	423,500	32,731	16,818	2 10
Sheffield .. ..	412,000	616,994	31,445	6,534	2 0
Southampton .. ..	107,800	138,259	11,938	4,268	3 0
Southport .. ..	50,000	172,832	12,363	1,785	2 10½
South Shields .. ..	103,000	145,815	10,100	1,733	3 0
Stepney .. ..	298,500	153,291	9,500	5,145	2 6
Swansea .. ..	94,500	98,574	4,579	2,160	3 2
Wallasey .. ..	55,000	62,911	6,350	2,867	3 0
Walthamstow .. ..	103,000	72,521	6,474	3,005	3 10
West Ham .. ..	267,300	185,169	9,473	2,497	3 1
Wolverhampton .. ..	94,200	133,157	11,697	2,479	2 9
Yarmouth .. ..	51,300	62,456	4,584	978	5 0

Assuming, therefore, that ratepayers in manufacturing centres, residential districts, seaports, and other large towns of undisputed prominence, and watering places and health resorts of first class repute were inert, sluggish, indifferent and careless; that corporations and local authorities were unfit and blind to municipal expenditure; that the Board of Trade, a presumably responsible Government department with a reputation for alertness, deliberately authorised embarkation in schemes, the utility, feasibility and practicability of which were not sufficiently developed; and that the Local Government Board, the great supervising and regulating authority, without regard to the remunerative capacity of public works, unintentionally winked at municipal extravagance to the tune of thirty millions, and knowingly

sanctioned, under the powers conferred upon it by statute, deliberate waste by way of wholesale experimenting with public funds—I do not think it at all probable that in these days of steady growth, when South Sea bubbles are reminiscent of a bygone age, the wideawake investing public, with gilt-edged securities available on all hands, would invest its money to the great extent shown merely as an experiment.

The experimental stage in the ordinary acceptance of the term has already passed, and the results achieved in other places afford an object lesson as regards general management from which the Council may derive considerable advantage.

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### ELECTRIC LIGHTING—BORROWING POWERS.

Too much emphasis cannot be laid upon the matter of borrowing powers. In England the period sanctioned for redemption of any load for plant and mains is, generally speaking, twenty-five years, whilst for land alone the period is usually fifty years. Many urgent representations have been made from time to time to the Local Government Board at Whitehall with regard to obtaining an extension of the period for repayment of capital expended on plant and mains, and most cogent and valid reasons have from time to time been submitted in support of the claim made by Corporations for a modification of the present harassing conditions which tend to retard public enterprise. But, as might have been expected, the Local Government Board, the department where red tape and obstinate officialdom reigns supreme, irrespective of Parliamentary or other controlling authority, and where delays in dealing with public business are unparalleled, has been proof against the voice of the charmer, and being the controlling party, the *status quo* has been vigorously maintained and upheld.

From a valuable paper read before a meeting of the Manchester Gas Engineers by Mr. G. E. Stevenson, M.I.C.E., with whom I had official relations when Town Clerk of Douglas, and tabulated statements which accompanied the paper, I find that the cost of interest and sinking fund in relation to capital outlay upon gasworks is put down as 3·25d., whilst electricity works for the same thing are debited with 1s. 7·58d. These figures are given by one of the best gas engineers of his day, and not by an electrical engineer, and the figures are in themselves sufficient to show that electric lighting is in England very heavily and very unjustly handicapped by the Local Government Board in its competition with the gas supply; and the fact cannot be disguised, therefore, that under existing circumstances electric lighting installations do not obtain the same amount of fair play or free play as the gas undertakings have with reference to the expenditure and the repayment of capital charges. The necessity of the onerous conditions which the Local Government Board insist upon for the repayment of loans advanced in relation to electric light installations has never yet been proved, and why the short period of repayment is determined upon has always been a mystery and likely to remain a mystery to that autocratic body itself.

The London County Council, however, is a more progressive body, and very properly encourages and fosters legitimate municipal expansion. The installation at Hampstead, Islington, St. Pancras, and Shoreditch, and I believe more recently St. Marylebone, have received sanction for certain loans extending over a period of forty-two years, and although



certain of the local authorities have not had their applications acceded to to the fullest extent, it is generally acknowledged that the action of the County Council is a step in the right direction, and hopes are entertained that in time the Local Government Board may be induced to sanction more favourable terms of repayment and abandon its present indefensible and untenable position of *non possumus*.

Notwithstanding these vexatious restrictions and unfair handicapping, however, it is gratifying to find that so many electricity supply installations are found to be profitable concerns and show handsome surpluses in favour of the ratepayers.

It is but right to give credit where credit is deserved, and to place on record the fact that in passing the Sydney Electric Lighting Act the Parliament of New South Wales realised the injustice of sanctioning borrowing powers to the fullest possible extent, the repayments being extended over a period of fifty years, and by means of this concession on the part of the Legislature the Sydney Electricity Supply undertaking is placed in a more advantageous position than that occupied by any British prototype, and this fact must be borne in mind when future comparisons are made as to results.

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### ELECTRIC LIGHTING—FINANCIAL RESULTS.

Numerous examples can be furnished showing the financial success which has attended the municipalisation of electricity supply, but on the present occasion I shall only refer to half a dozen typical cases as being quite adequate for my purpose—to point a moral and adorn a tale—though if required I am quite prepared to submit other examples. The examples to which I desire to direct special attention are the cities of Belfast, Bristol, Edinburgh, Glasgow, Leeds, and Manchester.

In Belfast the capital expenditure at the end of 1895 amounted to £29,343, and at the end of 1903 to £221,718. The total number of eight candle power lamps supplied in 1895 was 10,550, and in 1903, 121,925. At the end of 1895 the deficit on the year's working amounted to £251, after payment of interest on borrowed capital, but making no provision for depreciation or sinking fund. At the end of 1903, after making provision for interest, repayment and special charges on a largely increased capital, there remained a surplus of £2,602. The price charged to consumers for current in 1895 was at the rate of sevenpence per Board of Trade unit, subject to a sliding scale of rebates on quarterly accounts. The average charge for current for lighting and power in 1903 was 3·19d.

In Bristol the capital expenditure at the end of 1895 amounted to £97,794, and at the end of 1903, £453,290. At the end of 1895 the deficit on the year's working, after discharging interest and repayment charges, amounted to £2,509, but at the end of 1903, after liquidating interest, repayment and special charges, as in Belfast, on a largely increased capital, there remained a surplus of £5,872. The total number of eight candle power lamps supplied in 1895 was 25,791, and in 1903, 182,134. The total number of units supplied in 1895 was 408,301, and in 1903, 3,409,758. The price charged to consumers for current in 1895 was sixpence per Board of Trade unit, whereas the average charge in 1903 was 3·53d.

The City of Edinburgh, however, in my opinion, holds the palm for rapid development so far as electric light is concerned. Indeed, the growth and extension of this illuminant in "Edinburgh toon" has been phenomenal and without precedent.

In April, 1895, the undertaking was reopened after previous failures with forty-eight customers for 2,200 lamps. In May, 1896, the number of customers had increased by nearly ten times those of a year previously, and the number of lamps had gone up twenty-five times. In October, 1896, the number of customers had increased to 732, with 82,830 eight candle power lamps in use, and 6,291 on order. From May to November, 1896, 308,280 units were sold. In the corresponding period of 1896 the number was doubled. Lest gas shareholders should tremble for the safety of their interests when the new illuminant continues to gain in popularity, as it assuredly will, it may be comforting for them to know and to lay the flattering unction to their souls that the gas consumption in 1896 went up simultaneously with the electric light, and during September, 1896, there was an increased consumption of 11,000,000 cubic feet of gas at three shillings and twopence per thousand cubic feet, electricity being at that time sixpence per Board of Trade unit, both undertakings being, as I contend they ought to be, the property of the Corporation.

And what is the position of Edinburgh to-day compared with 1895 and 1896? In 1895 the number of units sold to customers was 888,335, but in 1903 the units sold had increased to 8,995,808. Then the total capital outlay was but £143,979, and the five years' surplus £2,447. The latest official returns show that the capital expenditure at the end of 1903 amounted to £800,710, that the number of consumers has increased from 732 in October, 1896, to 6,086 at the end of 1903, and that the total number of eight candle power lamps in use at the end of the last financial year was 562,834, compared with 89,121 in October, 1896; and the surplus of receipts over expenditure, after meeting interest, redemption and special charges on a capital outlay of £800,710, amounted to £14,532. Furthermore, the enormously increased annual charges, notwithstanding the average price for current in 1903, was only 2·85d. per Board of Trade unit, compared with sixpence in 1896; consequently citizens have had the double advantage of reduced charges combined with increased surpluses. It may also be mentioned as a matter of interest that 1,280,840 units were consumed in 1903 in public lighting. And yet the public are gravely informed by interested parties supporting monopoly that electric light is receding and progressing backwards, and that it is a "white elephant."

Glasgow is another case in point. In that progressive city in 1895 the capital expenditure amounted to £131,961, but at the end of 1903 this had increased to the enormous sum of £1,041,746. The total number of eight candle power lamps supplied in 1895 was 79,140, but in 1903, 630,708 similar lamps were supplied. At the end of 1895 there was a surplus of £2,381, but at the end of 1903, after meeting all interest, redemption and special charges, the surplus amounted to £15,464, with an accumulated depreciation and reserve fund of £29,360. The total number of units supplied in 1895 was 1,090,959, which number in 1903 increased to the startling figure of 11,501,324. The price charged to consumers for current in 1895 was sixpence per Board of Trade unit, but in 1903 the average price for lighting and power was only 2·74d. Here again, as in Edinburgh, the consumption in respect of public lighting in 1903 was enormous, the number of units consumed aggregating 1,081,836. Comment would be superfluous.

In the City of Leeds in 1895 the electric light installation was opened by a company. At that time the total capital expenditure amounted to £76,526, whereas at the end of last year, as the result of the Corporation having acquired and extended the works, the capital expenditure had increased to £671,412. In 1895 interest charges absorbed £459, the amount set aside as depreciation and reserve being £3,300, leaving a surplus of £3,021 available for dividend. But in 1903 the interest and special charges amounted to £25,835, and the repayment and redemption charges to £12,872, leaving a surplus of £1,383. During the Company's régime the consumers were charged sixpence per Board of Trade unit for current, but with the improved administration of the Corporation the average price for lighting and power during 1903 was 3·06d. In 1895 the number of eight candle power lamps supplied was 32,539, which number had increased to 231,734 in 1903, whilst in 1895 the number of units supplied was 524,629, which number had increased to 4,448,650 units in 1903.

In the City of Manchester at the end of 1895 the capital expenditure amounted to £251,689, and at the end of the last financial year this had aggregated to £1,713,627. At the end of 1895, the first year of working, the surplus amounted to £5,710, and at the end of 1896 to £11,138, and even with the heavy charges occasioned by increased payments in respect of interest and redemption charges, the surplus in 1903 amounted to £8,315. At the end of 1895 there were 103,266 eight candle power lamps supplied, and in 1903 this number had increased to 476,024; the number of consumers in 1895 being 1,302, compared with 4,541 in 1903. Two scales of charges have been in use in Manchester—one, in 1895, was the simple charge of sixpence per Board of Trade unit, and the other, also in 1895, was a compound charge, namely, a fixed charge of £12 per annum per unit of maximum demand and twopence per unit as increased by meter. Last year the Corporation had what is known as the "flat" rate of fivepence and fourpence in operation. I well remember the Lord Mayor, Mr. Alderman Roberts, in 1895, making the following flattering allusions to the electricity supply undertaking in his inaugural address:—"Power to supply the electric current to a small area in the centre of the city was obtained in 1890. The work was commenced in 1892, and the current was first switched in 1893. So rapid has been the demand for this illuminant that the area of supply has recently been extended to cover the whole city. The applications for supply continued to be numerous and could scarcely be kept pace with, and the Committee's exertions in the department had been rewarded with brilliant success. The initial difficulties had been overcome, the supply of current had been satisfactory and continuous, the brightness of the city had been added to, and a good profit had been made for the benefit of the ratepayers. It was most satisfactory to find that although in many respects gas and electricity are rivals, they are in Manchester friendly rivals under the control of the same Committee, and the marked success of the new illuminant seemed but to have increased the success of the older, and to develop new purposes to which it might and could be applied. The demand for gas was still rapidly increasing, and there was every reason to believe that continued prosperity and success would be achieved."

And yet, as "Lightning" pertinently remarked at the time, the gas companies persist in regarding electricity as their deadliest foe. It must not be forgotten that the gasworks belong to the Corporation of Man-



chester, and that at the time referred to the charge to private consumers was only two shillings and threepence per thousand cubic feet.

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### ELECTRIC LIGHTING—PUBLIC LIGHTING.

The question of the charge to be made for public or street lighting by electricity will no doubt engage the attention of the Electric Lighting Committee during the current year. Whilst every effort should no doubt be made to impose such a charge on an equitable basis so that the charge for public lighting by electricity should not exceed that charged for illumination, it must be remembered that in the effect of light for light there will be no comparison. Again, the Electricity Supply undertaking is primarily above every other consideration a purely business undertaking, and having regard to this fact it is but right that the financial consideration must necessarily be value to be received for goods supplied.

The charges per Board of Trade unit for electricity for public lighting purposes fluctuate very largely in municipal undertakings, as the following statement shows :—

Aberdeen .. ..	2·61d	Epsom .. ..	3·63d	Paisley .. ..	2·44d
Accrington .. ..	3·54d	Fareham .. ..	3·88d	Partick .. ..	1·79d
Ashton-under-Lyne	2·50d	Farnworth .. ..	3·35d	Perth .. ..	1·75d
Ayr .. ..	1·88d	Fulham .. ..	1·18d	Peterborough ..	2·36d
Barking Town ..	2·32d	Glasgow .. ..	1·24d	Plymouth .. ..	2·38d
Barnes .. ..	1·89d	Gloucester .. ..	2·63d	Portsmouth .. ..	1·95d
Barnsley .. ..	2·54d	Govan .. ..	1·73d	Rathmines .. ..	2·20d
Barrow-in-Furness	3·00d	Greenock .. ..	2·19d	Redditch .. ..	2·25d
Bath .. ..	2·41d	Grimsby .. ..	3·14d	St. Anne's-on-Sea	4·04d
Battersea .. ..	1·79d	Hackney .. ..	2·30d	St. Helens .. ..	1·00d
Beckenham .. ..	2·10d	Halifax .. ..	3·00d	St. Pancras .. ..	2·43d
Bedford .. ..	3·56d	Hammersmith ..	2·12d	Salford .. ..	1·35d
Belfast .. ..	0·70d	Hampstead .. ..	2·62d	Shipley .. ..	1·25d
Birkenhead .. ..	2·14d	Hanley .. ..	2·30d	Shrewsbury .. ..	2·93d
Blackburn .. ..	1·70d	Harrogate .. ..	1·15d	Southampton ..	2·62d
Blackpool .. ..	4·16d	Hastings .. ..	3·55d	Southport .. ..	1·62d
Bolton .. ..	3·26d	Heckmondwike ..	1·98d	South Shields ..	1·42d
Bootle .. ..	2·45d	Horsham .. ..	4·00d	Southwark .. ..	2·87d
Bradford .. ..	0·88d	Hoylake .. ..	4·09d	Stafford .. ..	4·96d
Brighton .. ..	1·56d	Huddersfield ..	1·43d	Stepney .. ..	1·60d
Bristol .. ..	2·89d	Hull .. ..	1·96d	Stirling .. ..	2·85d
Burnley .. ..	3·05d	Ilford .. ..	2·15d	Stockton-on-Tees	2·36d
Bury .. ..	2·12d	Islington .. ..	2·93d	Sunderland .. ..	1·21d
Bury St. Edmunds	1·44d	Keighley .. ..	2·32d	Sutton Coldfield	1·28d
Canterbury .. ..	2·46d	King's Lynn .. ..	2·35d	Swansea .. ..	3·03d
Cardiff .. ..	1·89d	Kingston-on-Thames	1·96d	Taunton .. ..	3·24d
Carlisle .. ..	2·98d	Lancaster .. ..	2·07d	Torquay .. ..	3·98d
Cheltenham .. ..	1·91d	Leeds .. ..	1·51d	Tunbridge Wells	1·85d
Chester .. ..	1·76d	Leith .. ..	1·79d	Tynemouth .. ..	1·43d
Chesterfield .. ..	1·58d	Leyton .. ..	2·17d	Wakefield .. ..	1·14d
Colchester .. ..	2·28d	Lincoln .. ..	2·79d	Wallasey .. ..	2·17d
Coventry .. ..	2·62d	Liverpool .. ..	2·00d	Walsall .. ..	3·28d
Crewe .. ..	3·00d	Llandudno .. ..	1·47d	Walthamstow ..	3·73d
Croydon .. ..	2·24d	Luton .. ..	3·11d	Warrington .. ..	3·03d
Darlington .. ..	3·12d	Maidstone .. ..	1·91d	Watford .. ..	2·90d
Darwen .. ..	2·92d	Manchester .. ..	2·00d	West Ham .. ..	1·42d
Derby .. ..	1·77d	Middleton .. ..	2·70d	West Hartlepool	1·30d
Davenport .. ..	2·20d	Monmouth .. ..	1·55d	Whitby .. ..	2·31d
Dewsbury .. ..	3·88d	Morecambe .. ..	6·84d	Whitehaven .. ..	3·56d
Dublin .. ..	2·45d	Morley .. ..	2·11d	Wimbledon .. ..	2·13d
Ealing .. ..	2·69d	Motherwell .. ..	3·82d	Wolverhampton ..	3·07d
Eastbourne .. ..	4·08d	Newport .. ..	1·60d	Worcester .. ..	1·98d
East Ham .. ..	1·72d	Nottingham .. ..	2·37d	Wrexham .. ..	2·69d
Eccles .. ..	1·96d	Nuneaton .. ..	0·65d	Yarmouth .. ..	2·13d
Edinburgh .. ..	1·40d	Oldham .. ..	2·50d	York .. ..	1·65d



An analyses of these charges in the one hundred and thirty-five municipalities named shows that in four places the charge for public lighting does not exceed one penny per unit, in seven it exceeds one penny but does not exceed one penny farthing; in nine it exceeds one penny farthing but does not exceed three halfpence; in twelve it exceeds three halfpence but does not exceed one penny three farthings; in nineteen it exceeds one penny three farthings but does not exceed twopence; in sixteen it exceeds twopence but does not exceed two pence farthing; in nineteen it exceeds twopence farthing but does not exceed twopence halfpenny; in eight it exceeds twopence halfpenny but does not exceed twopence three farthings; in thirteen it exceeds twopence three farthings but does not exceed threepence; in eight it exceeds threepence but does not exceed threepence farthing; in three it exceeds threepence farthing but does not exceed threepence halfpenny; in five it exceeds threepence halfpenny but does not exceed threepence three farthings; in six it exceeds threepence three farthings but does not exceed fourpence; in four it exceeds fourpence but does not exceed fourpence farthing; in one it exceeds fourpence three farthings; and in one it is as high as 6s 48d. As a general rule it will be observed that in the larger cities and boroughs the charge varies from twopence to threepence per Board of Trade unit, and although the circumstances are vastly different in the cases of Liverpool and Manchester, where the charge is twopence per unit, compared with Sydney in the initial stages of the undertaking, I incline to the view that the charge for public lighting should be fixed at twopence per unit. In all the instances quoted the price per unit for public lighting is exclusive of carbons or charges in respect of attendance and maintenance of public arc lamps, and these charges should be added and apportioned accordingly.

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### ELECTRIC LIGHTING—COMPARATIVE COST.

One of the most important factors in considering the question of electric lighting is whether the cost of lighting by electricity is greater or less than lighting by gas, and much divergence of opinion exists on this point. Some few years ago, when preparing a report for another municipality in which I was officially interested in connection with the supply of electricity, I had occasion to quote Sir William Preece, who stated that in nine great towns the average yearly consumption per five-foot burner is three thousand cubic feet of gas, which at three shillings per thousand cubic feet is nine shillings per burner per annum; and for a thirty-five watt lamp, which is the equivalent of a five-foot burner, the average consumption of energy in a year is eighteen Board of Trade units, which at sixpence per unit is also nine shillings. On this basis, which may be regarded as fair and reasonable, the advantage, if any, being given to gas, gas at three shillings per thousand cubic feet is equivalent to electricity at sixpence per Board of Trade unit. Under the terms and conditions of supply adopted by the Council it is provided that electricity will be supplied at the following rates:—Fourpence halfpenny per unit for lighting, twopence per unit for motors, heating and cooking apparatus, or, at the option of the consumer, fivepence per unit until the quantity consumed amounts to 365 multiplied by the customer's maximum demand, and twopence per unit for all in excess of this amount—this option to be exercised by the consumer yearly. It consequently follows that electricity supplied for lighting purposes at fourpence halfpenny per unit, or five pence per unit under the maximum demand system, the equivalent

rate for gas would be two shillings and threepence per thousand cubic feet, and two shillings and sixpence per thousand cubic feet respectively, whereas gas at the present time is four shillings per thousand cubic feet to the private consumer. It may be also borne in mind that the labour conditions, cost of coal and other materials incidental to the two undertakings are exactly alike, although much different to those existing in England.

At the present time there is not sufficient data available for making any fair comparison between the capital expenditure for gas and that for electric lighting, because in the latter case it is well known an enormous capital has been sunk in cables out of all proportion to the number of lamps and the capacity of the central stations.

According to Mr. Scott Russell, M.I.C.E., the capital expenditure of gasworks is thirty shillings per burner, and taking the cheapest electrical installation at present constructed, it is about thirty shillings per lamp. Again, in comparing gas and electric lighting it is interesting to note that one pound of coal is expected to produce five cubic feet of gas, which will light a fifteen candle power gas jet for one hour. One pound of coal by electricity will give a light equal to thirty-two candles for one hour; this is on the assumption that it takes eight pounds of coal to produce one thousand watts, but in some instances this consumption has been reduced to six pounds, and it is anticipated that even better results will no doubt be achieved at no distant date.

Mr. Robert Hammond, M.I.C.E., the accomplished "Chesterfield Junior" of lighting, who is in the front rank of electrical engineers, and who has been engaged as a professional expert by many of the largest corporations and companies in the United Kingdom, states in corroboration of Sir William Preece that taking into consideration the ease with which electricity can be turned on or off, it has been ascertained that the consumer's electricity bill at fourpence per Board of Trade unit is equivalent to his former gas bill for a corresponding quarter at two shillings per thousand cubic feet, and that eightpence per Board of Trade unit for electricity equals in actual practice four shillings per thousand cubic feet for gas. In Great Britain one thousand cubic feet of gas, costing three shillings, produces three thousand candles. It will thus be seen that under English conditions, taking the usual price for current as a basis, electricity by incandescent or glow lamps is nearly twice the price of gas, while arc lamps lighting is only one-eighth the price of gas. But in Sydney the price for current will be fivepence instead of sixpence, though no one need pay more than fourpence halfpenny and most can get it for a good deal less, the usual English price, and gas in Sydney is four shillings per thousand cubic feet, as against the fair average English rate of three shillings per thousand feet—thirty-three per cent. higher.

Although a five-foot gas burner is supposed to give an illumination equal to fifteen candles, it has been found in practice that it takes seven and a half cubic feet to furnish that amount of light.

From another reliable source I obtained the following information bearing on the question:—

1000 candle power by electric incandescent or glow lamps from supply mains (3 watts lamp, renewals and current), at sixpence per unit	..	1s. 7½d.
1000 candle power (2½ candle power per cubic foot) at three shillings per thousand cubic feet	..	1s. 2½d.
1000 candle power by electric arc lamps, from supply mains (2, 5 ampere lamps in series current), at sixpence per unit	.. .. .	0s. 3d.

But it must also be observed that after a time the incandescent or glow electric lamps do not give out their full amount of light, and experience has proved it to be advantageous to burn them only for five hundred hours instead of one thousand hours. In the past, in the earlier stages of electric lighting, the cost of incandescent lamps has been high, but the prices which ruled till towards the end of 1893 are things of the past, and this naturally leads to a greater economy. The manufacture of incandescent or glow lamps by the lapse of the Edison Swan patents is now thrown open, and one important feature in this connection is the series of improvements which are certain to occur in the incandescent or glow lamp on a par with those which have from time to time taken place in gas-burners and which improvements have been potent in preserving many gas companies from extinction.

When the incandescent or glow lamp was first invented it required, according to the size of the lamp, five to six watts of electrical energy for one candle of light, with a life of about one thousand hours. Some few years ago it only required three watts to four and a half watts for one candle of light. Indeed, German makers have offered short-lived lamps to consume only two and a half watts per candle of light. But the test of experience so far as I have been able to ascertain—and shortly before leaving England for Australia I had occasion to consult officially some two hundred and fifty corporations and urban district councils on various matters connected with electric lighting—does not justify a recommendation of the cheap lamps “made in Germany,” the lower priced lamps being invariably of an inferior quality and frequently little better than rubbish.

When by various improvements in the filament, less electrical energy is required to produce each candle of light without a curtailment of the life of the lamp, the comparison between the cost of electrical energy and gas as illuminants will become more and more favourable to electricity. If for the same amount of light a consumer should only use one hundred units where he now uses two hundred, electricity to such consumer will only cost half its present price, and to this end constant efforts are being directed.

I do not for one moment attempt to deny that a number of borough electrical engineers have expressed the opinion that the cost of lighting by electricity is greater certainly than lighting by gas, though it certainly will not be so in Sydney, light for light; but on the other hand I think it right at this juncture to direct special attention to the following instructive testimony obtained by myself some time ago direct from those immediately concerned.

**BOLTON.**—If used economically the cost should not exceed that of gas.

**BRADFORD.**—It is scarcely possible to compare the electric light with gas light for illumination purposes, because the advantages of the former over the latter are so great.

**BRIGHTON.**—The cost of lighting by electricity is slightly greater than gas.

**BRISTOL.**—Light for light the cost of electricity at sixpence per Board of Trade unit is twenty per cent. more than gas at two shillings and eightpence per thousand feet for private lighting.

**BURNLEY.**—The cost of lighting by electricity at sixpence per Board of Trade unit is about twenty-five per cent. greater than gas, which is only two shillings per thousand cubic feet.

**CARDIFF.**—Light for light the cost of electricity is a little higher than gas, but when all matters are taken into consideration the electric light is the more economical of the two.

**CHELTENHAM.**—The cost of lighting by electricity is greater than lighting by gas, but it depends upon the care exercised and the number of hours the lights are in use.

**DUBLIN.**—Light for light electricity is cheaper than gas.

**EDINBURGH.**—In this city, which in the first instance had an installation of electric light, and to the gratification of the gas companies of Great Britain gave it up as a bad job, but which has since returned to electric lighting with redoubled energy, and now stands as a monument of unparalleled success and prosperity, the cost of lighting by electricity is greater than that of gas if the actual amount paid for the same is considered only, but light for light it is not so, the streets being much better lighted by electricity than they could be by gas.

**GREAT YARMOUTH.**—Ten times the illuminating power has been obtained from electricity at a cost of £200 per annum additional.

**HALIFAX.**—The cost of lighting by electricity at sixpence per Board of Trade unit is about twenty-five per cent. greater than gas, which is only two shillings per thousand cubic feet.

**HANLEY.**—Electricity costs more than gas, but the light is much better.

**HUDDERSFIELD.**—The cost of lighting a street by electricity is more than by gas, because the light is very much increased; if, however, the illuminating power of the two forms of light is compared, the cost of electric light is very considerably less than gas.

**HULL.**—The streets can be efficiently lighted by gas at less cost than by electricity, except in special cases.

**LANCASTER.**—The cost is greater, but the light is much better.

**LONDONDERRY.**—The cost of lighting by electricity is less in proportion to the increased light.

**NEWCASTLE-ON-TYNE.**—Electricity is more costly than gas for lighting, but the former is well worth the money.

**NEWPORT.**—Electricity costs more than gas for street lighting, but it is cheaper for private individuals.

**PORTSMOUTH.**—Electricity costs about one-third more than gas, but notwithstanding this apparent disadvantage the demand for electric lighting has rapidly increased, and private lighting has been readily taken up.

**WHITEHAVEN.**—The cost of lighting by electricity is ten per cent. less than lighting by gas.

These testimonies are surely worth something, and are entitled to credence and consideration.

Reference has been made elsewhere to the valuable paper read some years ago before a meeting of the Manchester District Institution of Gas Engineers by Mr. G. E. Stevenson, M.I.C.E., and the tabulated statements which accompanied the paper and from which numerous extracts



were published in the press. According to Mr. Stevenson the net cost of the gas sold per thousand cubic feet averaged 1s. 10·37d., while the net cost of its equivalent light value in electrical energy, as consumed in incandescent or glow lamps, averaged 3s. 0·84d. Adding the charges for interest on capital etc., the cost of gas is shown as 2s. 1·62d., and electricity 4s. 8·42d. Mr. Stevenson states that this result is more favourable to the electric lighting than in the case of Nottingham, as the comparative cost is in the proportion of 1 for gas to 2·2 for electricity, instead of 1 to 2·73, as given by Mr. Chester in his inaugural address to the Gas Institute. At Manchester the total light value of the electrical output for the year was equal to 115 million cubic feet of gas. A gasworks capable of supplying this annual quantity of gas in a populous district in England could be constructed with mains, services and meters complete for £50,000, whereas at that time the Corporation of Manchester had expended £250,000 on the electric lighting installation.

I do not presume to criticise two of the best gas experts of their day, but it is but right to add that the basis in relation to the comparative cost of the two forms of illuminant was questioned by Mr. Wordingham, the City Electrical Engineer, and no one inclined to reasonableness can accept as a fair comparison 19·55 candle gas and a four watt per candle lamp. Ideal in one case and average filament consumption in the other.

I have already referred to the fact that a diversity of opinion exists among electrical engineers and professional experts as regards comparative cost. Captain Ironside Bax, the General Manager of the Westminster Electricity Supply Corporation, some time ago observed that light for light it is probably true that electricity comes to twice and a quarter the price of gas when the latter is sold at three shillings per thousand feet and electricity at eightpence per unit; but the comparison is one which it is very difficult to make, for gas burners which have been long in use cannot be compared with newly installed incandescent glow lamps or *vice versa*; moreover, the pressure at which the gas is delivered, and which, as is well known, is constantly varying, is a factor not sufficiently considered in making comparisons of this nature. The question of illumination is either always neglected or conveniently ignored, while it is really the point of the whole argument. Candle power is of no importance if it goes the wrong way, as with gas burners.

Again in the production of electricity at present there is no by-products. This is one reason why gas is cheaper than electricity, because the former has a good market for residuals in the shape of coke and ammoniacal liquors. Numerous experiments have been in progress during recent years, and ultimately these experiments may result in the discovery of marketable by-products of electrical works, which would go far to reduce the apparent disparity; moreover, the immense advance yearly being made in the knowledge of all matters pertaining to electricity cannot but tend to cheapen the production and distribution. There is no doubt but that a large margin exists for the utilisation of electrical plant for many purposes other than electric lighting. On an average, according to Mr. Robert Hammond, the work of generating electricity for lighting is only equivalent to about two and a half hours' use of the plant daily all the year round. If a full use of the plant during the remaining twenty-one and a half hours of the twenty-four could be secured, it would be possible to make a handsome profit out of selling electricity at twopence per unit; and with this object in view the Council may rest assured every effort will be devoted by the officers responsible for the business management of the undertaking. If this result

can be achieved it would practically correspond to one shilling per thousand cubic feet of gas. The advantages which accrue to gas undertakings from by-products will probably accrue to electricity in the course of time through by-uses of the plant. However small, therefore, be the margin of profit after the first two or three years, there is every reasonable probability of large profits being made in future years. Electricity as light and power is coming to stay, the plaintive laments of the croakers notwithstanding.

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### ELECTRIC LIGHTING—PRIVATE INSTALLATIONS.

One of the most important considerations in relation to the supply of electricity for purposes of light, power and heat is the natural hesitation on the part of householders to incur the heavy initial charge which is necessarily incurred in installing the wires and fittings into their houses, especially if they have already gone to the expense of fitting gas throughout. The difficulty is undoubtedly a serious one, and amounts in many instances to a stumbling block, as householders, while expressing a decided preference for electricity, are reluctantly obliged to content themselves with the older forms of illumination, simply because they cannot see their way to venture on the cost attending the preliminary step. Having regard to this important factor in the development and extension of electric lighting, it has in England become a matter for consideration with City and Town Councils whether they should not institute some scheme of *purchase hire* for the fittings of shops and premises so as to facilitate and expedite a more general adoption of the electric light.

At Wallasey the District Council announced a most interesting development in connection with the electricity supply department, upon which it remarked in 1896, the new departure being the introduction of a system of *free wiring*. At Wallasey an agreement was entered into with the Electric Free Wiring Syndicate, Limited, whereby the Syndicate provides prospective users of the light with all the necessary wires and fittings free of initial charge, the Syndicate being recouped for its outlay by receiving three farthings out of every eightpence earned by the Council. The popular electrical paper, formerly known as *Lightning*, in an article on the subject, directed attention to an important question, namely, whether a corporate body, having carried into effect powers under the Electric Lighting Acts, is entitled to make an agreement with a third party, by which a certain class of consumer is made to pay an increased price for the energy used in return for a free installation of his wires and fittings.

Although the question has not come before the Electric Lighting Committee or the Council in an acute, or indeed any form up to the present time, it may be desirable to point out that under the provisions of section 21 of the Electric Lighting Act, 1896, it is enacted that the Council may from time to time enter into any contract with any person for providing any person with electric lines, burners, meters, lamps, or other fittings and things for the repair thereof, in such manner and upon such terms as to charges, place and mode of payment and otherwise in security of the Council as shall be agreed upon.

As regards the Council undertaking the work, there are numerous precedents in what has frequently been done by the various Corporation gasworks. The introduction, whether by private or by municipal

enterprise, of a really practicable free wiring system, free from objections and difficulties, will certainly induce many customers to become connected with the mains who would otherwise never be enabled to participate in the advantages. The system of free wiring was also introduced at Altrincham, in Cheshire, where it has been in operation for some years, but charged on a different basis to that of Wallasey, namely, a definite rental per lamp installed instead of a charge per unit consumed. It will readily be seen that this is a more equitable arrangement than the charge per unit, as in the latter case the customer who uses a large amount of current per lamp will be paying an exorbitant amount for his installation, whereas the customer who uses an absurdly small amount, such as a church or a public building, or any large private residences, will not be paying nearly sufficient to pay the installer. In this connection the Borough Electrical Engineer of Bradjord ably contends that in the interests of an electricity supply department its progress and its popularity will be best served by giving a perfectly satisfactory light to customers. This, he states, can only be accomplished by good lamps, by safeguarding the consumer from fraud and imposition, and by relieving him from unnecessary expense. To effect these very desirable objects he is of opinion that the best method is for the Corporation to supply the lamps themselves. This principle, as stated already, has been adopted at Altrincham, and with satisfactory results. Consumers, it appears, frequently complained of the decreasing power of their light, and this necessitated a good deal of trouble and explanation to prove that this was caused by the gradual decreased efficiency of the lamp. Whilst at the end of the first year's supply the Company was prepared to make a reduction in the price per unit, it was thought the wisest course to adopt would be to present consumers with their lamps free instead of thus keeping the lamp supply entirely in the Company's hands and preventing the complaints alluded to under the old system; it was almost impossible to get a consumer to change a lamp unless the filament was absolutely broken, however much the candle power might have decreased, the consumers as a matter of course preferring generally to grumble at the supply.

In considering this question, however, it must be borne in mind that the Council, under the Electric Lighting Act, has no authority to prescribe any special form of lamp or burner to be used by any person, or in any way control or interfere with the manner in which electricity supplied by it in pursuance of the Act is used. At the same time it is provided that no person shall be at liberty to use any form of lamp or burner or to use the electricity supplied to him for any purposes or to deal with it in any manner so as to unduly or improperly interfere with the supply of electricity to any other person, and if any dispute or difference as to the matters aforesaid arises between the Council and any person entitled to be supplied with electricity under the provisions of the Act, such difference or dispute must be settled by arbitration.

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### ELECTRIC LIGHTING--GAS LAMPS DISPLACED.

In connection with the scheme of Electric Lighting now in progress, the number of gas lamps to be displaced amounts to 747, namely, 696 lamps of twenty-five candle power, one lamp of forty-eight candle power, one lamp of one hundred candle power, thirty-three lamps of two hundred



candle power, and sixteen lamps of two hundred and twenty-five candle power, the aggregate annual cost approximating £4,230. The gas lamps to be removed are situated in the following streets, namely :—Albert Street, Barrack Street, Bathurst Street, Bayswater Road from William Street to Roslyn Street, Bent Street, Bligh Street, Bond Street, Boomerang Street, Bridge Street, Burton Street from Forbes Street to Upper Dowling Street, Campbell Street from George Street to Elizabeth Street, Castlereagh Street from Campbell Street to Hunter Street, Clarence Street from Druitt Street, Crown Street from Oxford Street to Cleveland Street, Darlinghurst Road from Oxford Street to Burton Street, Darlinghurst Road from William Street to Macleay Street, Druitt Street from Sussex Street to George Street, Elizabeth Bay Road from Onslow Avenue to Elizabeth Bay, Elizabeth Street from Hay Street to Hunter Street, Erskine Street from Sussex Street to York Street, Flinders Street from Oxford Street to Dowling Street, Forbes Street from Oxford Street to Burton Street, George Street, George Street North, George Street West, Goulburn Street from Sussex Street to Elizabeth Street, Grosvenor Street from Sussex Street to George Street, Harris Street from John Street to George Street, Hunter Street, Kent Street from Liverpool Street to Grosvenor Street, King Street, Lang Street, Liverpool Street from Darling Harbour to Oxford Street, Lower Fort Street, Macleay Street, Macquarie Place, Macquarie Street from King Street to one hundred yards north of Albert Street, Market Street, Martin Place, Moore Street, O'Connell Street, Park Street, Phillip Street from King Street to Circular Quay, Pitt Street from Gipps Street to Circular Quay, Roslyn Gardens, St. James' Road, Spring Street, Sussex Street, Victoria Street, William Street, Wynyard Street, York Street from Druitt Street to Grosvenor Street, and Young Street.

The foregoing streets comprise the area embraced within the present section of the scheme for public lighting by electricity.

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### ELECTRIC POWER STATION—EXTENSION OF SITE.

The Electric Lighting Committee had under consideration during the past year an offer made by the proprietor of a piece of land adjoining the site of the Generating Station at Pyrmont, the land offered with a view to an extension of the site being on the south-east side of the site furthest from buildings in course of erection. The matter being deemed of importance a special report was called for from the Resident Electrical Engineer, and from this report it appeared that the apparent advantages of the extension were as follows :—

1. Better accommodation for bringing a railway siding into the site.
2. Provision of more space for extension of the electric light station, or space for the erection of a refuse destructor from which steam might be used for driving the electric light machinery.
3. The land is said to be offered at a reasonable price and may be looked upon as a good investment.

With regard to the railway siding, two schemes were submitted showing two propositions.



The first scheme showed the original proposition for making the siding, and to carry it into effect it appeared that a portion of Alma Street as well as the land under offer would have to be resumed. It was pointed out that there would be a good deal of delay and possibly difficulty in resuming any portion of Alma Street. Without taking a piece off Alma Street there is practically no advantage in holding the additional land adjoining the site.

The alternative scheme showed a proposition which had been prepared and submitted to Mr. Fraser, of the Railway Department, as authorised by the Council in November, 1902. This scheme did not involve the purchase or resumption of any land or of any portion of Alma Street, and afforded siding room for ten trucks or about eighty tons of coal. This, if adopted, would meet all requirements until the undertaking is well established. Later on, when larger quantities of coal are required, or when the saving justified the expenditure involved, an overhead conveyer from the wharf at Darling Harbour to the site could be erected. The Railway Department, it was stated, were already experiencing some difficulty with their traffic at Darling Harbour, and were not prepared to give much siding accommodation, but they had approved the proposition shown in the second scheme.

With regard to future extensions and space for a destructor, the Committee was reminded that Major Cardew stated in evidence before the Council, 30th March, 1900, that he considered the Kent Street site large enough for future possible extensions up to the limits he then proposed for one station, and the present site will accommodate twice as much machinery as the Kent Street site. When, therefore, the limits of the present site are reached, it will probably be advisable to build a second station elsewhere.

With reference to the erection of a refuse destructor alongside the electric light station, so that the steam generated may be used to produce electricity, the Resident Electrical Engineer considered that the scheme was quite practicable, but could not be carried out to the best advantage because the destructor would be so far from the engines that a large portion of the steam would be condensed before it got to them.

In considering the purchase of land as an investment, with the ulterior object in view in relation to future extensions, its effects on the electric light undertaking was the only point concerned, and it was thought that the land could not be put to any profitable use by the Electric Light Department for a good many years to come: If purchased with money raised as part of the Electric Light Loan, it would be an incubus on the undertaking and involve an annual charge for interest and sinking fund never contemplated under the scheme as originally considered. In this connection all the money available should be, of course, reserved for developing the demand for electricity, and none of it should be sunk in further provision of land for the power station, which means a further increase of standing charges without any return or corresponding advantage.

So far as the Electric Light Department was concerned there appeared to be no advantage to be gained by purchasing the land, and the Committee concurred in this view.

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## ELECTRICITY SUPPLY UNDERTAKING—EXCAVATIONS.

In connection with the preliminary excavations on the site of the Generating Station, 600 cubic yards of spoil and 1,273 cubic yards of rock were removed, the total cost being £365 3s., inclusive of the cost of tipping, erection of smithy and storehouse, maintenance of lights and foreman's wages. The actual cost of removing the rock amounted to £264 9s. 10d., equivalent to 4s. 1·86d. per cubic yard, which was considered a very reasonable rate.

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## ELECTRICITY SUPPLY UNDERTAKING—GENERATING STATION.

The generating station, which comprises the boiler and engine-houses and coal bunkers, etc., is mainly constructed of steelwork; the roof, principals and coal bunkers, which are of steel, are supported by specially designed steel columns, which vary from seven feet by three feet at the base to one foot six inches by nine inches at the top, those in the southern side of engine-house being of open lattice type. These columns form the basework round which the northern wall of boiler-house, dividing brick wall between engine and boiler houses, and southern wall are constructed. The columns rest upon concrete foundations, and are about forty-seven feet high. Over the heads of columns on each side of the engine-room are longitudinal box girders, which support the roof principals (forty-three feet span), and ventilating lanterns, the roofs and louvres being of galvanised iron, the southern slope of roof of lantern being glazed with rough plate glass. At a height of twenty-six feet four inches from the engine floor are longitudinal runway girders supported by the columns, and on these girders are the rails which carry the overhead crane, which travels the full length of the engine-room, and may be worked by hand or electrically driven.

The engine-room is one hundred and forty feet long and forty-eight feet wide, the space being occupied by the condenser pit, one hundred and twelve feet nine inches long and fourteen feet six inches wide on the northern side, engine foundations, cable trench and switchboard galleries, etc. The engine foundations are practically a solid mass of brick and cement, seventy-one feet in length by twenty feet wide and twelve feet high, carried up from the solid rock, and are prepared to receive two 600 kilowatt engines and one 300 kilowatt engine, exciters, motor exciter, etc. Between the end of this bed and the eastern wall is a temporary floor space, which will be occupied by additional machinery to be obtained as required. In the condenser pit are situated the pumps, condensers, oil separators, etc. At the western end of the engine-room is the switchboard gallery, constructed of steel, the floor being fitted with Hayward's patent switchboard pavement lights, and in which the whole of the upper surface is glass, so as to ensure absolute insulation, no metal whatever appearing. Over the condenser pit is a steel gallery or gangway for access to the engines; the balustrades to these galleries are constructed with cast-iron stanchions and polished brass rails. At the western end is a handsome stone staircase with slate treads and ornamental wrought-iron balustrade leading to the ground floor of the office block, and also a stone stair descending and giving access to the condenser pit, laboratory, battery room, sub-station, etc., in office block. The floor of engine-room

and condenser pit will be finished with handsome floor tiles, which are being specially made, but which cannot be laid until the engines are completely erected in position. The floor of cable trench is brick paved. The eastern and southern walls are constructed of timber framing covered by galvanised iron, and are intended as temporary only, pending future extensions of the building. The boiler-house, which is separated from the engine-room by a brick wall, is reached from the office block and from the engine-room floor by a gangway, through openings fitted with self-closing fireproof doors. The foundations of boilers are carried up from the solid rock, the firework to boilers, flues, economisers, etc., up to firing floor level, having been carried out in firebricks of local manufacture. At the rear of the boilers is a space for access to economisers, flues, etc., and also the space for hot well tanks, etc., in connection with the oil separators. In front of the boilers is the firing floor, eighteen feet wide, with solid concrete floor paved in diagonal pattern with double pressed bricks. Immediately below the firing floor is the ashpit subway, with concrete and brick paving. Over the firing floor are the solid plate coal bunkers and tank floor for the water storage supply. The northern wall is constructed of brickwork, with stone dressings; the windows to firing floor are of steel, with louvre-opening glazed sashes. The roof over coal bunkers and boiler-house are constructed with steel principals, nineteen feet six inches and thirty-five feet span respectively, and the purlins, lantern framings, etc., the coverings, gutters, louvres, etc., being as for the roof over engine-house; the southern slopes of these roofs and roofs of lanterns are glazed. The eastern walls of the block are carried up in brickwork for about twelve feet, but above this level are formed by temporary timber and iron framings to permit of extensions. On the northern side is a roadway affording access to the firing floor, stores, etc., and will be eventually carried down to the eastern boundary. Ample sanitary accommodation is provided in a separate block. Owing to the low level of the lowest floors a very extensive system of drainage for stormwater has been provided, and which must be carried away by the outflow conduit leading to the harbour.

A special feature of the arrangements of the generating station is that every portion of the machinery, pipework, etc., is adequately provided with direct natural light, the ashpit subway having a large number of areas fitted with prismatic pavement lights. All the floors are of concrete, and no woodwork whatever has been employed in the construction of this portion of the buildings, except as required for temporary framings.

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### ELECTRICITY SUPPLY UNDERTAKING—DESCRIPTION OF POWER HOUSE, BUILDINGS, ETC.

The generating station and offices are situated fronting Pyrmont Street, Pyrmont, and extend eastwards towards the Darling Island Railway Yards, and occupy the north-western portion of the site available. The total area of the site is about one and a half acres, the portion occupied by the present buildings being less than one-third of an acre, the remainder being left for future extension, consequent upon the development of the undertaking.

The office block is four stories high, and provides the following accommodation, viz.:—On the basement floor, laboratory, battery-room, sub-station, and firemen's mess-room; on the ground floor are the



inquiry office, clerks' room and main office, shift engineer's room, and store ; on the first floor are offices for the principal engineer and assistant engineer, lamp testing and meter testing rooms, and necessary sanitary accommodation ; the second floor is set apart exclusively for storage purposes. The main entrance is from Pymont Street, by means of a large handsome doorway and broad flight of stone steps flanked with masonry. The stone staircase continues up to the first floor with ornamental wrought-iron balustrade, the dado to walls being covered with ornamental glazed tiles. The landings on both floors are handsomely tiled over concrete and terracotta lumber. From the level of the ashpit subway up to the second floor is an easy iron staircase situated on northern side of block, affording access to the various floors, firing floor, workrooms, etc., conveyer gear, coal bunkers, etc., and which is intended for the use of employees. The stores on the ground and second floors and meter testing-room have large doorways in northern wall opening on to a private roadway ten feet wide, over which is suspended hauling gear for lifting heavy goods to these floors. Openings in the rear walls of this block on the various levels afford access to the ashpit subway, stairs to the condenser pit, stair down to the engine-room, firing floor, gangway over boilers and coal bunkers, all of which openings are provided with fire-resisting doors. The floors, ceilings and dividing walls throughout are fire-resisting, the upper floors being constructed with rolled steel joists and terracotta lumber, the lowest floors being of concrete, those to the sub-station and the battery-room being tiled, and woodblocked in laboratory. These basement rooms are provided with ample direct light from areas and above pavement line. The external walls of the office block are constructed of brickwork, with rock-faced freestone base course extending to level of ground floor sills, the arch heads and mullions to windows being also of rubbed freestone. Over the main entrance is a stone cornice and table forming a hood, the archivolt terminating in carved bosses. At the level of the second floor is a stone cornice, and in the frieze below the same are bold bronze letters fixed, denoting "Sydney Electric Lighting Station, 1904." The brickwork of the upper story is relieved by tinted rough cast ; the roof is of slate with overhanging eaves finished by a copper cove. The design generally is plain, but extremely effective and characteristic, and affords ample proof of the architectural ability displayed by the City Building Surveyor, Mr. R. H. Brodrick, and his able assistant, the Chief Architectural Draughtsman, Mr. J. H. Merriman.

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### ELECTRICITY SUPPLY UNDERTAKING—CHIMNEY-STACK.

The chimney-stack is probably one of the largest in the State, and rises to a height of two hundred feet above the ground. The foundations are carried up from the solid rock, and are thirty-five feet square and twelve feet deep. The base above ground is twenty-three feet square and rises by offsets to a height of fifty feet, when the cylindrical shaft begins with an external diameter of twenty feet nine inches, and tapering to a diameter of fourteen feet nine inches at the top, a feature in the outline of the shaft being the entasis or columnar curve in the construction. The internal diameter averages about eleven feet. The cap is constructed of brickwork in cement, finished with a cast-iron head weighing seven and a half tons and set up in twenty-four sections, bolted together with



rebated joints ; this cap projects two feet eight and a half inches over the face of the top range of brickwork in the shaft. The chimney is lined to a height of fifty feet with nine-inch firebrick, and a nine-inch firebrick wall fifty feet high divides the shaft into two sections, the western side of which will be used for the existing five boilers, the shaft being of sufficient capacity to take the gases from extension of the boilers. The shaft throughout is faced with purpose-made double-pressed bricks, the total number of bricks of all kinds used being nearly 600,000. The total cost incurred in construction, including all extras, amounted to £2,800.

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### ELECTRICITY SUPPLY UNDERTAKING—SIDING ACCOMMODATION.

The matter of constructing a railway siding from the main lines adjacent to run on the side of the power house was considered during the course of last year. As a result of negotiations between the Council's officers and the officers of the Railway Department it was suggested that a siding to accommodate ten trucks containing eighty tons of coal should be constructed in a position to be approved by the Railway Department, and which it was considered might be constructed without resuming any portion of Alma Street or the property adjoining the site of the power house. It is anticipated that during the first year's working the quantity of coal required will not exceed twelve thousand tons, or forty tons per day in three hundred working days. The storage capacity of the coal bunker in the power house is five hundred tons, consequently ample provision is made for holding a stock of coal in reserve should any delay take place in delivery. At a later date when larger quantities of coal are required it may be necessary to construct an overhead coal conveyer between the wharf at Darling Harbour and the power house, but it was considered there would be no advantage in doing so in the earlier stages, because it did not appear that the saving on the cost of the water borne coal would pay interest on the capital outlay, maintenance and cost of operation involved. In the event of a railway strike, water borne coal could be brought to the power house without serious expense.

With regard to the construction of the siding it was suggested that the Railway Commissioners should be asked to quote a price for carrying out the track work and traverser, the alterations to the fencing to be done by the City Building Surveyor's Department.

With this object in view the Resident Electrical Engineer and myself had an interview with the officers of the Railway Department, when the matter was discussed in all its bearings. Subsequently a letter was received from the department stating that the estimated cost of carrying out the work would be £408, and the Commissioners would be prepared to have the siding laid on the conditions named in the event of the Council agreeing to pay the sum mentioned on completion, the customary conditions being imposed that the Commissioners reserved the right to alter, add to, or close up the siding at any time should future railway requirements render such a course necessary.

The Committee, after conferring with the City Solicitor on the matter, concurred in this arrangement, which was subsequently confirmed and approved by the Council.

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## ELECTRICITY SUPPLY UNDERTAKING—SALT WATER CONDUITS.

The supply of sea water for the condensers will be obtained through conduits, which are in course of construction. These conduits extend from the western end of the condenser pit right to Darling Harbour, travelling below the Darling Harbour railway yards. The intake and outflow conduits are of similar size and are super-imposed for a length of four hundred and sixty feet, after which point is reached the tracks bifurcate. The main conduits are four feet wide and four feet high, and are made of sufficient capacity to provide condensing water for the whole of the machinery which may be erected upon the site. At a distance of two hundred and twenty feet from the engine-room the conduits are reduced to four feet by two feet six inches by a tapering tunnel, at which point is also constructed a branch for future extension. For nearly the whole length the conduits are constructed with concrete bottoms and sides, cement rendered, with three-ring brick arching over, the lining being of double pressed bricks made to gauge. Over a great portion of the length of the lower or intake conduit are constructed fourteen-inch bridging piers at five feet centres, upon which the upper or outflow conduit is constructed, thus transmitting the pressure to the solid rock, the remaining portions being constructed on hand-packed ballast. For about the last twenty-five feet the conduits are constructed entirely of concrete, the intake mouths being constructed with a bell-mouth bend and lengths of cast-iron pipes five feet diameter and one inch thick, bolted together and encased in fine concrete twelve inches thick, after being set in position; the bell-mouth is fitted with a heavy cast-iron hinged gate, and specially designed straining apparatus. The outfall conduit diverges from the straight line by a large sweep, the foundations of which are strengthened by steel rails embedded in the concrete. The total length of the conduits is about six hundred feet, one-fourth of which had to be cut through rock. The highest level of the invert at the mouth of intake conduit is eighteen feet three inches below tides; it falls one foot to a sump pit five feet by five feet, and then grades down to eleven feet three inches below lowest tides. The highest point at the invert of the outflow conduit is six feet four inches below highest tides, the invert at outlet being three feet lower. There is constructed a large ventilating shaft at the harbour end, as well as sump pits and open wells for pumping and discharge plant in condenser pit, all of which were cut out of the solid rock.

This work has been one of great magnitude and innumerable difficulties, the incursions of the tidal waters at certain stages being so great as to partially stop progress, and the necessity of working in short lengths so as not to interfere with the railway lines caused unexpected delay in completing this section of the work.

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## ELECTRICITY SUPPLY UNDERTAKING—SUB-STATIONS.

**THE TOWN HALL SUB-STATION.**—This sub-station occupies the engine-house at the rear of the building, and which was used since 1889 as the engine and boiler house for supplying electric current to the Town Hall building. The plant will be removed and the floor space will be occupied by the sub-station machinery. The floors have been opened

up and new foundations laid, upon which are seated the motor generator and motor balancer. On the eastern side is situated the low tension switchboard, the high tension switchboard being fixed against the western wall, the cables to each switchboard being run in tunnels constructed below the floor, the floor of tunnels being of concrete laid with falls to a gully which is connected with the sewer. This sub-station is seventy-nine feet long by forty feet wide, and sixteen feet high. The external walls are of stone, and the floor of concrete with cement rendered finish.

**THE DARLINGHURST SUB-STATION.**—This sub-station is constructed below the saltwater storage tanks situated at the intersection of Bourke Street, Forbes Street and Oxford Street. Owing to the position of the tanks and the necessary height of the sub-station, the floor is about six feet below the level of the roadway, the whole building being constructed within the columns supporting the tanks, and partly supporting the storage tanks on the eastern and western walls. The external walls are of brickwork in cement, faced with O.K. bricks. The base course and voussoirs to window openings are of rock-faced freestone. The walls below ground level are built with a two and a half inch cavity, and are carried on concrete foundations. The tops of the walls have moulded and rubbed freestone copings and necking, the coping being prepared to receive the seating girders below the tanks; at each angle and at each end are brick buttresses to stiffen the building from the heavy superincumbent weight. At each end of the building are cable pits provided with heavy wrought-iron covers set in trachyte kerbs. The inside faces of the walls are cement rendered to a height of nine feet from the floor, which is of concrete with cement rendered finish. Entrance is obtained by a door on the eastern side opening on to an iron ladder way. At the western side is an opening seven feet wide with timber doors hinged in two leaves, and which is for the entrance of machinery, etc.; at this doorway is a large pit fitted with wrought-iron hinged covers; over the doorway is a specially constructed jib or hoist for lowering or raising machinery to or from the sub-station. Windows with obscure glass are constructed on each side and end of the building, and afford ample light, and are protected from damage by wrought-iron bars and wire screen guards. In the floor are constructed a number of cable pits, through which the cables will be taken to the transformers; these pits communicate with a numerous series of earthenware cable ducts leading to and from the high and low tension switchboards, which are situated at the northern and southern ends respectively. In order to prevent any accumulation of soakage, each pit is provided with a gully and is connected with an extensive sub-surface drainage system running to the sewer. At each side and running the full length of the sub-station are six inches by five inches rolled steel joists to carry the travelling crane which will be required. The roof is constructed of timber, covered with slate, the ceiling below same being of galvanised iron, with small corrugations.

This sub-station will be occupied by static transformers, and is thirty-two feet four inches long, eighteen feet three inches wide, and thirteen feet six inches from floor to ceiling.

**LANG PARK SUB-STATION.**—This sub-station is situated at the north-eastern angle of Lang Park, between Grosvenor Street and Lang Street, the building running parallel with the latter. The inside dimensions are forty feet long, twenty feet wide, and from seventeen feet to twenty feet from floor to ceiling. The walls are of brickwork in cement, and faced with open kiln bricks of fine colour, with two and a half inch cavity.



The base course is of rock-faced freestone with moulded plinth, and is carried on brick foundations carried up from the solid rock. At each angle and on the eastern and western sides are brick buttresses, which are effective features in the design, as well as stiffening the walls.

At each side are three window openings with semi-circular heads in rock-faced freestone and rubbed stone sills. These openings are fitted with double-glazed sashes to reduce the risk of nuisance from the noise of the machinery, and they are protected by wrought-iron bars and strong wire screen guards. The upper portions of the walls are finished by a moulded stone necking and a frieze with rough cast of a cream tint. The entrance to the eastern end is seven feet wide, with a stone arched head, the doors being made to slide in two leaves and open on to a cart dock, with trachyte kerb and bluestone paving; over this doorway is a corbel table supported by freestone corbels. The roof is constructed of timber with slate covering on boarding and felt, the ceiling being lined with galvanised iron with small corrugations secured to boarding and felt, thus minimising the risk of a heated room. The walls are cement rendered to a height of nine feet from the floor. The floors are of concrete on ballast and cement rendered.

On the eastern side is constructed the pit below the high tension switchboard affixed to the wall, and on the western side is a pit below the low tension switchboard, which is also affixed to the wall. This building is to receive motor generators, etc., the foundations, fly-wheel pits, etc., for same being constructed of blue metal concrete. At each side, running the full length of the building, are six inch by five inch rolled steel joists supported upon and bolted to brick corbels and stone templates; the joists will carry the overhead travelling crane. Special provision has been made for the ventilation of the sub-station and prevention of noise from machinery.

**ATHLONE PLACE SUB-STATION.**—This sub-station is situated in the north-western angle of a block of land purchased by the Council at the corner of Athlone Place and Athlone Street, and is intended for the reception of static transformers; the internal dimensions are twenty-two feet wide, thirteen feet long, and sixteen feet six inches to the lowest part of the ceiling. The walls are of brickwork in cement, with red facing bricks and darkened mortar joints, and lined at intervals with triple courses of blue-black bricks. The base course is of rock-faced freestone with moulded plinth. The foundations are of concrete resting upon a grillage of tallow wood. Below the eaves is a moulded string course, the gable walls at each end being finished with moulded stone parapets. The entrance from Athlone Place is seven feet wide, and is finished with a semi-circular arch with rock-faced and moulded voussoirs. At each side are windows with semi-circular stone heads, the windows at each side of entrance doorway having squared rubbed stone heads and sills. The windows are protected by wrought-iron bars and wire screen guards. The doors are of timber and hung sliding in two leaves, and provided with a wicket. The roof is of timber covered with slating on boarding, which is wrought and V-jointed on the underside. The floor is of concrete with cement rendered finish. A pit is constructed on the eastern side for the high tension switchboard, and the necessary earthenware cable ducts are laid below the floor. The girders at each side to carry the travelling crane are carried upon stone templates supported by heavy brick corbels.

**WOOLLOOMOOLOO SUB-STATION.**—This station is situated at the north-eastern angle of the Corporation Depot property at the corner of



Forbes Street and Nicholson Street, is almost identical in design, construction and dimensions with that in Athlone Place, except that the western end is constructed of timber temporary framing covered with galvanised corrugated iron.

The plans and specifications for the whole of these works, embracing the generating station and offices, the chimney-stack, steelwork structure, extension of conduits, and the sub-stations, were prepared by and the works are being carried on under the directions and supervision of Mr. R. H. Brodrick (Architect and City Building Surveyor), and Mr. James H. Merriman (Architect and Chief Draughtsman); the steelwork contract being under the immediate supervision of Inspector White; Mr. Turner Wadsworth being clerk of works in charge of the generating station and offices, chimney-stack and underground conduits. So far as can be seen at this stage the whole of the work will be a credit to the officers named.

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### ELECTRICITY SUPPLY UNDERTAKING--CONTRACTS.

At the close of the year 1902 the only contract entered into in connection with the Electricity Supply Undertaking was Contract No. 1 with Messrs. Dick, Kerr and Company, Limited, for supplying the generating plant, their tender as accepted by the Council being £49,072.

During the year 1903 the whole of the remaining contracts appurtenant to the scheme were let, the total contracts let being as follows, namely :—

Contract No.	1.—Generating Plant	..	..	..	..	£49,072
Contract No.	2.—Steelwork Structure	..	..	..	..	10,499
Contract No.	3.—Chimney Stack	..	..	..	..	2,800
Contract No.	4.—Generating Station and Offices	..	..	..	..	17,468
Contract No.	5.—Underground Conduits	..	..	..	..	6,079
Contract No.	6.—Extension of Conduits	..	..	..	..	2,397
Contract No.	7.—Darlinghurst Sub-station	..	..	..	..	795
Contract No.	8.—Lang Park Sub-station	..	..	..	..	798
Contract No.	9.—Athlone Place Sub-station	..	..	..	..	437
Contract No.	10.—Woolloomooloo Sub-station	..	..	..	..	459
Contract No.	11.—Arc Lamps and Posts	..	..	..	..	10,399
Contract No.	12.—Cables	..	..	..	..	39,949
Total .. .. .						£141,152

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### ELECTRICITY SUPPLY UNDERTAKING CONTRACTS— GENERATING STATION.

The following tenders were received for erecting the Central Generating Station and Office Block, namely :—

1.	Messrs. J. Stewart and Co., 4 Mercantile Chambers, Castlereagh Street, Sydney	..	..	..	..	£17,468
2.	Messrs. Howie Bros., Thompson Street, Balmain	..	..	..	..	18,351
3.	Messrs. R. Wall and Sons, Victoria Road, Marrickville	..	..	..	..	18,474
4.	Messrs. Owen Ridge and Son, 25 Annandale Street, Annandale	..	..	..	..	18,497
5.	Mr. Thomas F. Adamson, 14 Don Street, Newtown	..	..	..	..	18,723
6.	Messrs. Baxter and Boyne, Market Street, Sydney	..	..	..	..	18,750
7.	Messrs. J. C. Harrison and Son, Parramatta Road, Ashfield	..	..	..	..	21,240
8.	Mr. William Farley, Barry Street, Neutral Bay	..	..	..	..	21,536
9.	Messrs. J. Howie and Son, Thompson Street, Drummoyne	..	..	..	..	18,351
10.	Messrs. Douzans Bros., Denison Street, Camperdown	..	..	..	..	24,612
11.	Messrs. Baldwin Bros., 141 Enmore Road, Newtown	..	..	..	..	24,979
12.	Mr. John Louder, 7 Norman Street, Balmain	..	..	..	..	25,743

These tenders were referred by the Committee to the City Building Surveyor for analysis, and he reported that after carefully examining the same and the schedules attached thereto he recommended the acceptance of the tender submitted by Messrs. J. Stewart and Company, £17,468, the City Building Surveyor's estimate being £17,913. The Committee adopted the recommendation, which was subsequently approved and confirmed by Council.

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### ELECTRICITY SUPPLY UNDERTAKING CONTRACTS— CHIMNEY-SHAFT.

In April, 1903, the City Building Surveyor reported that borings had been taken at each corner of the base where it was intended the chimney-shaft of the power station should be erected, and in each case good hard rock had been met with, and tenders could be invited for the construction of the shaft, so that the work might be proceeded with in a slow manner, affording the fullest opportunity for settlement. Exclusive of any extraordinary foundations, he did not think that the cost of the work should exceed £2,400.

The Committee had under consideration alternative designs, one with a square base and circular shaft and cap, and the other with a square base and shaft. The circular shaft was quite simple in treatment, while the original design with a square shaft presented an unusually architectural appearance, the idea in such case being owing to the fact that the chimney-shaft would be a very prominent object viewed from the harbour and eastern side of the City, and the City Building Surveyor recommended the adoption of the square design at an estimated cost of £2,600. The Committee, however, decided to adopt the circular form of shaft, and tenders were invited accordingly.

Tenders were received as follows, namely :—

	Tender.	Alternative.
1. Mr. Charles Richards, 34 Sydney Street, Erskineville ..	£2,599	£2,650
2. Messrs. Robert Watt and Son, Victoria Road, Marrickville ..	2,936	2,996
3. Mr. Robert Hitchin, Birchgrove Road, Balmain .. ..	2,964	3,036
4. Mr. Owen Ridge, 25 Annandale Street, Annandale .. ..	2,998	3,080
5. Mr. W. M. Chessell, 26 Thomas Street, Ashfield .. ..	3,119	3,159
6. Messrs. J. C. Harrison and Son, Parramatta Road, Ashfield ..	3,270	3,365
7. Messrs. John Howie and Son, 17 Sloane Street, Summer Hill .. ..	3,578	—
8. W. B. Thompson, 132 Phillip Street, City .. ..	3,981	4,044

The City Building Surveyor's estimate was £2,795, and the Committee decided to recommend that the alternative tender of Mr. Charles Richards, £2,650, be accepted, and this recommendation was subsequently approved and adopted by the Council. At a later stage it was found that about the centre of the chimney base bad rock intervened, with soft dark shale bed falling gradually to the northern side of the base. It was therefore necessary to excavate an extra depth of two feet, as it was imperative under such a heavy shaft to have a solid and unbroken surface. The cost of such extra excavation and extra depth of brickwork, which it was intended to carry up in the twenty-three feet square base, and not in the wider footings, was estimated at £150, which would bring the amount to £5 over the original estimate. The Council approved the action taken by the Committee in sanctioning the additional expenditure.

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## ELECTRICITY SUPPLY UNDERTAKING CONTRACTS— STEEL WORK.

Towards the end of December, 1902, a complete set of detailed drawings for the power house steelwork was received from Messrs. Preece and Cardew, the drawings being got out in full detail and the arrangements those which they considered most suitable for the type of building necessary for the purpose. Specifications were accordingly prepared and tenders invited.

Altogether fifteen firms applied for sets of the plans, and these were duly supplied to all. The City Building Surveyor's estimate for the work as originally designed amounted to £9,281, and in forwarding that estimate it was clearly explained to the Committee that no allowance for overtime or for extra cost for quick completion had been made, but that ample allowance had been made for the completion of the work under normal conditions. Judging, however, from the tenders which were received and from letters of outstanding contractors, who it may be assumed alone possessed the most intimate and latest knowledge of the local supplies in the trade, it appeared evident that the work could not be accomplished within the required time at normal prices. Knowing the urgency of the work, it was provided in the first draft specification that five months should be allotted, but afterwards this was increased to six months at the request of the contractors generally. In 1898 and 1899 a large quantity of steelwork was carried out at the Queen Victoria Markets at the remarkably low average of £12 per ton, but it appeared on the tenders received for the power house steelwork the average price had been taken at £20 per ton. It seemed, therefore, to be very apparent that the extremely high prices and schedules quoted in the tenders received were caused by the short limit of time for completion specified, but which it was thought was absolutely necessary under the circumstances. By extending the time for completion the City Building Surveyor and the Resident Electrical Engineer thought it might be possible to obtain offers not more than £1,500 lower than in the lowest tender received.

Three out of the fifteen applicants for specifications and plans sent in tenders for the work, namely :—

1. Messrs. Pope, Maher and Company, Darlington Works	..	£12,433
2. The Phoenix Iron Works, Pyrmont	.. .. .	14,146
3. Messrs. Mountney and Company, Pyrmont	.. .. .	14,410

Messrs. Pope, Maher and Company also sent in an alternative tender of £11,000 on the condition that the time of completion should be extended to nine months. The tender of the Phoenix Iron Works was disqualified by reason of its non-compliance with the time of delivery specified.

On consideration of the whole of the circumstances the Committee decided to defer the question of the tenders for the time being so as to afford an opportunity of advertising for fresh tenders, the time for completion to be extended to nine months, and this recommendation was confirmed and adopted by the Council.

The tenders subsequently received were as follows, namely :—

1. American Bridge Company, New York..	.. .. .	£14,000
2. American Bridge Company, New York—Alternative design	..	9,999
3. Messrs. R. L. Scrutton and Company, Pyrmont	.. .. .	10,499
4. Messrs. Pope, Maher and Company, Darlington Iron Works..	..	11,595
5. Clyde Engineering Company, Granville	.. .. .	11,749
6. Messrs. Mountney and Company, Pyrmont	.. .. .	12,700
7. Messrs. Gordon Marr and Company, Pyrmont..	.. .. .	13,460
8. Phoenix Iron Works, Pyrmont	.. .. .	14,146

The City Building Surveyor, on analysing the tenders and schedules, reported in favour of Messrs. Scrutton and Company's tender, and the Committee made a recommendation to the effect that the tender of Messrs. R. L. Scrutton and Company, £10,499, be accepted, and this recommendation was subsequently approved and adopted by the Council.

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### ELECTRICITY SUPPLY UNDERTAKING CONTRACTS— UNDERGROUND CONDUITS.

The important work in connection with the underground conduits for the supply and discharge of water to and from the condensers, and which conduits travel from the engine-house below the railway tracks to Darling Harbour, involved a voluminous correspondence and numerous interviews with the officers of the Railway Department and others.

In the first instance it was necessary to acquaint the Sydney Harbour Trust with regard to the proposed route and the construction of the conduits. This was done, and the Commissioners replied that so far as they were concerned no objection would be raised to the proposed route of the conduits.

The next step was to obtain permission from the Railway Commissioners to make borings on their property along the route of the conduits so that the depth of rock might be ascertained if possible. The Railway Commissioners on being approached agreed to make the borings at the cost of the Council, and this was accordingly done.

The necessary preliminary consents having been obtained, the City Building Surveyor prepared working plans, sections and details, accompanied by a descriptive report. In relation to the construction generally it was stated that the plans and sections had only been decided upon after much consultation and conference with the Resident Electrical Engineer, and after other methods had been considered and discarded. At first unenclosed cast-iron pipes were considered, but owing to the risk of extensive corrosion and the consequent increase of friction, as well as the risk of fracture from railway traffic over the same, and the great expense of these pipes, the idea was abandoned.

A system of "Monier" pipes was then considered, and the officers had a long consultation with the agent and manufacturer of the patent and his engineer, at which the agent stated that owing to the poor nature of the foundations, the close proximity of the upper conduits to the railway tracks, and to the fact that his own knowledge of these pipes did not extend beyond five years, he could not justly recommend their use as conduits, and while these pipes are entirely satisfactory as sewers, etc., the requirements and position of the proposed conduits would render the use of such pipes decidedly risky.

After further consultation it was considered more advisable to adopt a somewhat similar form of conduit as that last constructed by the Government for the electric power house at Ultimo, which is completely circular in form, with brick ringed crown and concrete base and sides.

The conduits as proposed for the Council's Electric Lighting Station had semi-circular heads of brick, the walls and foundations being concrete. Owing to the fact that the subsoil as far as could be ascertained was very



loose and damp, and of no weight-carrying capacity, as a protection it was considered necessary to partially support the weight of the upper conduit by the foundation, etc., of the lower conduit, and the tunnelling was certain to loosen the earth below the outflow conduit.

It was also anticipated that in places the foundations would prove so indifferent that it might be necessary to make provision for the laying of transverse sleepers on old rails below the concrete, or in the same, as the case might be.

The designing and detailing of these conduits occasioned great difficulty, owing to the fact that the conduits travel for almost the whole of their length below the railway yards, and their entry into the waters of the harbour necessarily occurs below heavy sea walls and through great thicknesses of heavy ballast filling, and the greatest care had to be exercised in designing to allow for the great weight of loaded trucks standing for a long time directly over the conduits. To obtain a high standard of efficiency and reduce the cost of repairs, cleansing, etc., to a minimum, the conduits were designed by the City Building Surveyor in accordance and with the approval of the Resident Electrical Engineer. The scheme suggested provided for the outflow conduit having a continuous fall from the engine-house to the harbour, while the intake had a fall of three feet in its length from the harbour to sump pit, rising thence one foot up to its head, these falls being necessary in case repair or cleansing is required, the water being pumped from the sump. It was also provided that each mouth to intake and outflow should have cast-iron flap covers to shut off water as might be required, and a large iron cage for straining purposes would surround the intake, so as to prevent floating matter getting into the condenser tubes, etc.

The officers therefore recommended that as it was imperative that the work should be proceeded with at the earliest date, tenders should be at once called for the construction of the conduits and incidental work from the harbour up to a position inside the Council's property, the remaining section of the work to be completed when further particulars were available as to the exact location of the condensers, pumps, etc., in engine-house, the estimated cost of the section recommended being £3,800.

The Committee on consideration of the matter decided to refer the whole question to the City Surveyor, the City Building Surveyor, and the Resident Electrical Engineer to confer and submit a joint report, and also gave authority for any further necessary borings to be made.

A joint report was submitted by the City Building Surveyor and the Resident Electrical Engineer, and a separate report by the City Surveyor, the latter being of opinion that the scheme submitted by the City Building Surveyor, both from a constructional and economical point of view, was open to criticism, and furnishing reasons for dissenting from the views entertained by his colleague. The joint report of the City Building Surveyor and the Resident Electrical Engineer in effect confirmed the suggestions previously made, and after carefully considering the whole matter and the various reports submitted, the Committee decided to adopt the design of the City Building Surveyor, and to invite tenders for carrying out the work, and this action was subsequently confirmed and approved by the Council.

The City Building Surveyor, reporting on a fully detailed schedule of quantities, estimated the value of the work at £5,905. Having obtained fuller information as to the surroundings and substrata, he found that

there were exceptional difficulties to be overcome, which were accentuated by the fact that the conduits were so much below mean sea level and there was a grave possibility of the excavations being flooded at times. The City Building Surveyor anticipated that when tenders were received they would be very high, as very few contractors were disposed to undertake the work and contingent risks; in fact, out of fourteen names who had applied for plans he did not expect that there would be more than four or five tenders submitted. He further pointed out that the form and materials used in these conduits would not make any material difference in the cost, as the excavations, coffer dam, and pumping operations would form the main items for contractors' risk and consideration. The materials were reduced to a minimum consistent with safety, but it had been found necessary, owing to the state of the subsoil, to introduce some piling to support the divergence of the conduits.

Tenders and accompanying schedules were received from the following, namely :—

1. Messrs. J. Stewart and Company	..	..	..	..	£8,079
2. Messrs. Gummow, Forrest and Company, Limited	..	..	..	..	9,025
3. Messrs. Wilmott and Morgan	..	..	..	..	12,782

The great disparity in the tenders appeared to corroborate the view that the contractors appeared reluctant to undertake the risk involved in carrying out the work. According to the general conditions and specification, the sole responsibility for the work devolves upon the contractor, and as there were practically two unknown factors, viz., the actual condition of the substrata and the cost of supervision and maintenance of the railway sidings, and the wharves and sea wall adjoining, the price had to cover such contingencies. It was also pointed out that the conduits at the highest point are one foot four inches above mean sea level and two feet four inches below the level of highest tides, and in the lowest part about fourteen feet below mean sea level, so that the difficulties in carrying out the work at these low levels without interference with the superincumbent railway traffic is obvious, while they are added to by the fact that it is evident that part of the wharves and sea walls would have to be removed in order to construct the outlet and intake tunnels, and an enclosing coffer dam would be necessary for this portion of the work. In analysing the tenders it appeared that the principal item of difference was in the value placed upon the excavations, which varied according to the schedules from 12s. 6d. to £1 2s. 6d. and £1 5s. per cubic yard, and this same difference existed between the office estimate and the tender of Messrs. Stewart and Company; but the remainder of this firm's schedule of prices approximated closely to the values as estimated by the City Building Surveyor. The tender of Messrs. Stewart and Company, £8,079, was recommended for acceptance, and the Council confirmed the recommendation.

In recommending Messrs. Stewart and Company's tender, the Committee had before them the fact that this firm were the contractors engaged on the generating station and offices, and by accepting their tender for the conduits the work of general completion was sure to be expedited.

In connection with the construction of the conduits it was necessary to consult the officers of the Railway Commissioners, and as the result of various interviews which took place it was agreed that a considerable expenditure would require to be incurred by the department in providing necessary

temporary supports to the railway sidings at Darling Harbour under which the conduits would pass, and in removing temporarily some electric tramway poles, etc., also in employing watchmen to ensure the work being carried out in such a way as not to interfere with the safety of the traffic. The contractors, Messrs. Stewart and Company, clearly understood that under the terms of their contract with the Council the expense of all such works, whether done by them or by the Railway Commissioners, would have to be borne by them. The Railway Commissioners, however, preferred to treat direct with the Council, and I gave the necessary undertaking to reimburse the expenditure incurred by the department in connection with the construction of the works ; but prior to forwarding the same I received from Messrs. Stewart and Company an acknowledgment that such expenditure came within their contract, and also a letter agreeing to indemnify and reimburse the Council all such moneys as the Council might become liable for or be called upon to pay to the Railway Commissioners in connection with the work.

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#### ELECTRICITY SUPPLY UNDERTAKING CONTRACTS— EXTENSION OF CONDUITS.

In October, 1903, it was found necessary to proceed with the extension of underground conduits for water supply and discharge to and from condensers, etc., into the engine-house. As the contractors for the remainder of the conduits, Messrs. Stewart and Company, were also contractors for the generating station and offices, the City Building Surveyor recommended that that firm should be invited to submit a tender for carrying out the extension based upon the specification and general conditions applicable to the conduits in progress. Under the special circumstances mentioned, the Committee decided to adopt the course recommended by the City Building Surveyor, and this was subsequently confirmed and approved by the Council.

The City Building Surveyor's estimate for the extension amounted to £1,950, and the amount of Messrs. Stewart and Company's tender to £2,397. Taking into careful consideration the undesirability of possibly having another contractor on the site at that particular stage, combined with the risk of delay in calling for tenders, and that in their tender for the previous work Messrs. Stewart and Company were nearly £3,000, or approximately thirty-three per cent., below the lowest tenderer, also that in connection with the extensions all the necessary plant was on the site, and it was, therefore, highly improbable that by calling for open tenders a lower price would be obtained for the extension, which was really a continuation of Messrs. Stewart and Company's original contract, the Committee decided to accept the tender of Messrs. Stewart and Company, and this action was subsequently confirmed and approved by the Council.

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#### ELECTRICITY SUPPLY UNDERTAKING CONTRACTS— SUB-STATIONS.

The Electric Light Committee early in 1903 had under consideration a report from the Resident Electrical Engineer with regard to the location for a sub-station in the neighbourhood of Market Lane, and in which the



merits of several suggested sites were discussed, the site recommended being in the corner of the triangle of Lang Park, at the junction of Grosvenor Street and Lang Street. The Committee decided to adopt this site, and authorised tenders for the erection of the sub-station to be invited accordingly, and these recommendations were subsequently confirmed and approved by Council. At the next following meeting of the Council notice to rescind was given, but this motion lapsed. The question having been raised as to the Council's power to use a portion of Lang Park for the purpose of a sub-station, the City Solicitor on being consulted advised that under Section 4 of the Electric Lighting Act the Council is empowered for the purpose of generating and supplying electricity to use all or any lands vested in the Council for any purpose at the time of the passing of the Act. Seeing that the park was dedicated 21st December, 1866, thirty years prior to the passing of the Electric Lighting Act, and continued to be vested in the Council, he was of opinion that a portion of the reserve might be used for the purpose suggested. Nearly six months afterwards I received a letter from the Under-Secretary of the Department of Lands, stating that Mr. W. M. Daley, M.L.A., had asked in Parliament whether the attention of the Secretary for Lands had been called to an advertisement calling for tenders for the erection and completion of a sub-station building for electric lighting purposes in Lang Park, at the junction of Grosvenor Street and Lang Street. The Under-Secretary further intimated that as the land in question had been dedicated and placed in trust for public recreation, any perversion of the trust would render it necessary to consider the question of revoking the dedication with a view to placing Lang Park under fresh trustees. He therefore requested to be informed whether the use of the park as indicated was contemplated, and if so under what authority.

I replied to this letter to the effect that the use of a portion of the park for the purpose of a sub-station for electric lighting purposes was contemplated by the Council, and the work in connection therewith had already been commenced, and that the Council was acting under the authority conferred upon it by Section 4 of the Municipal Council of Sydney Electric Lighting Act. No further communication was received from the department, although misrepresentation continued to be made in absolute ignorance of the nature of the structure which it was proposed to erect, or of the character of the machinery which it was proposed to install. The City Building Surveyor and the Resident Electrical Engineer are quite satisfied that there will be no disfigurement to the park, but on the contrary a great improvement will be effected in what has hitherto been a somewhat unsightly corner. At the same time it is greatly to be regretted that deliberate misrepresentation in regard to the action of the Council should be made by members of Parliament, who it is presumed ought to know better, and that the time of Parliament and departmental officers should be so uselessly employed.

The following tenders were received in respect of the various sub-stations :—

#### DARLINGHURST SUB-STATION.

1. Messrs. Owen Ridge and Son, 25 Annandale Street, Annandale ..	£795	0	0
2. Messrs. Featherston and Paulson, Laura Street, Camdenville..	806	0	0
3. Mr. William Noller, 158 Pitt Street, Sydney .. ..	845	0	0
4. Messrs. Grant and Craven, Railway Avenue, Stanmore ..	868	0	0
5. Mr. J. C. O'Brien, 33 Crystal Street, Petersham .. ..	919	0	0
6. Mr. John Bromley, 135 Old South Head Road, Waverley ..	929	0	0

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## LANG PARK SUB-STATION.

1. Mr. J. C. O'Brien, 33 Crystal Street, Petersham .. ..	£798	9	0
2. Messrs. Grant and Craven, Railway Avenue, Stanmore.. ..	880	0	0
3. Mr. John Bromley, 135 Old South Head Road, Waverley .. ..	919	0	0
4. Messrs. Featherston and Paulson, Laura Street, Camdenville .. ..	949	0	0
5. Messrs. Owen Ridge and Son, 25 Annandale Street, Annandale .. ..	966	0	0
6. Mr. W. J. Booth, 18 Lackey Street, Darling Harbour .. ..	1,099	0	0

## WOOLLOOMOOLOO SUB-STATION.

1. Messrs. Owen Ridge and Son, 25 Annandale Street, Annandale.. ..	£459	0	0
2. Messrs. Grant and Craven, Railway Avenue, Stanmore.. ..	469	0	0
3. Mr. William Barnfield, 24 Telopea Street, Redfern .. ..	478	7	6

## ATHLONE PLACE SUB-STATION.

1. Messrs. Grant and Craven, Railway Avenue, Stanmore.. ..	£437	0	0
2. Messrs. Owen Ridge and Son, 25 Annandale Street Annandale.. ..	465	17	6
3. Mr. William Barnfield, 24 Telopea Street, Redfern .. ..	477	17	6
4. Mr. J. C. O'Brien, 33 Crystal Street, Petersham .. ..	484	13	0
5. Messrs. Featherston and Paulson, Laura Street, Camdenville .. ..	530	0	0
6. Mr. John Garnett, Western Road, Parramatta .. ..	685	0	0

In the case of Darlington Sub-station, the City Building Surveyor's estimate was £840. and it was decided to accept the tender of Messrs. Owen Ridge and Son, £795 ; in the case of Lang Park Sub-station the City Building Surveyor's estimate was £878, and it was decided to accept the tender of Mr. J. C. O'Brien, £798 9s.; in the case of Woolloomooloo Sub-station the City Building Surveyor's estimate was £463. and it was decided to accept the tender of Messrs. Owen Ridge and Son, £459 ; and in the case of Athlone Place Sub-station the City Building Surveyor's estimate was £433, and it was decided to accept the tender of Messrs. Grant and Craven, £437.

The alterations to the Town Hall Sub-station will be carried out during the current year.

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ELECTRICITY SUPPLY UNDERTAKING CONTRACTS—  
GENERATING PLANT.

The particulars relating to the contract entered into with Messrs. Dick, Kerr and Company, Limited, for the supply of boilers, superheater, condensers, airpumps, kilowatt setts, battery, pipe-work, motor generators, static transformers, main and exciter switchboards, and sub-station switchboards were fully described in my report for 1902, the contract price being £49,072.

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ELECTRICITY SUPPLY UNDERTAKING CONTRACTS—  
CABLES, PIPE-WORK AND TROUGHING.

It may be remembered that in my last report reference was made to the fact that tenders for underground cables, pipe-work, and troughing had been invited by Messrs. Preece and Cardew, who reported recommending the acceptance of a tender submitted by Messrs. W. T. Henley and Company, Limited, amounting to £51,573, which included arc lamps, cast-iron pipes, cast-iron poles, wood troughing and meters, besides cables, which alone would be made by the firm tendering. The Council entertained the opinion that a considerable saving might be effected by subdividing the contract into sections, so that manufacturers of the various articles required could tender direct to the Council. This policy was eventually adopted, and it was also decided that local contractors should have an opportunity of tendering for such articles and material

as could be produced or procured locally and probably cheaper, in view of the exceptionally heavy Customs duties in force under the Federal tariff law.

Instructions to this effect were accordingly communicated to Messrs. Preece and Cardew, and certain new sectional tenders were invited in England, the following—shillings and pence omitted—being received, namely :—

Firm.	Cables.	Boxes.	Bridges. Bitumen.	Sundries.	Pro- visional.	Total.
	£	£	£	£	£	£
1. St. Helens Company .. ..	17,478	1,367	4,980	566	2,600	27,002
2. Messrs. Henleys Limited .. ..	19,937	1,377	3,876	511	2,600	28,302
3. A.E.G. .. ..	23,529	1,383	3,432	918	2,600	31,863
4. Callenders .. ..	22,643	1,744	4,648	763	2,600	32,399
5. B., L. and H. Limited .. ..	24,216	2,003	3,778	933	2,600	34,131
6. Western Electric Company .. ..	23,411	2,636	5,915	652	2,600	35,215
7. Messrs. Siemens Bros. .. ..	23,533	2,493	5,880	731	2,600	35,237
8. Messrs. Glover and Company .. ..	25,828	1,720	4,455	1,110	2,600	35,714
9. Messrs. Felten and Guilleaume .. ..	25,667	5,751	3,934	1,195	2,600	39,148

In their report on these tenders, Messrs. Preece and Cardew confirmed a former report to the effect that they did not consider that sufficient experience had as yet been acquired to prove the reliability of the cables supplied by the St. Helens Company, and the permanence of the insulating material used, which was a speciality of the Company. Messrs. Preece and Cardew recommended that the tender of Messrs. W. T. Henley and Company, Limited, should be accepted, namely, £39,949 for cables, cast-iron pipes and troughing, and that the Council should make arrangements with Messrs. Henley to lay and joint the wood troughs provided by the Council. In making this recommendation, Messrs. Preece and Cardew emphasised the undesirability of splitting up contracts of this character among too many people, their reason for a collective tender being to prevent divided responsibility and to secure the lowest prices. A division of contracts into separate ones for pipes, troughs, cables, arc lamps and pillars would mean separate contractors, with their separate representatives and consequent uncertainty as to the line of demarcation between one contract and another, the arrangements made by one contractor being necessarily dependent on those of others, and friction and delays would result involving additional expense and difficulties. Further, if anything failed, one contractor would put the blame on the other, and it would be a difficult matter to fix responsibility in such cases.

The Committee experienced considerable doubt concerning the kind of troughing to be used, the cheapest being wood, then earthenware, and lastly the Howard conduit. Certain suggestions having been made with regard to the durability of wood troughing and the probability of its destruction by white ants, enquiries were made from the Railway Department of the Government, and it was ascertained that it was exceedingly rare for wood buried in the ground to be attacked by ants unless some portion of it comes to the surface, and they were not aware of any destruction of the troughs laid by them for cables, and that they certainly intended to continue the use of wood troughing. As regards durability, the Railway Department considered that wood troughing would last at least fifteen years, and how much longer it was difficult to say. Earthenware troughing was no doubt the most durable, and the only deterioration it was likely to undergo would be due to settlements of the ground in which it is laid producing cracks. The cost of earthenware troughing

would, however, be seventy-two per cent. greater than wood troughing, or nearly £3,700 on the present contract. Howard conduits, although excellent as regards quality, would cost more than twice as much as wood troughing, or £5,200 more than wood on the present contract, and the Resident Electrical Engineer did not think the superiority of Howard conduit proportional to its additional cost.

As regards the high pressure mains, the Consulting Engineers were of opinion that it would be most unwise to dispense with the cast-iron pipes and to use earthenware ducts, as the pipes in themselves would form a complete protection to the high pressure system, being connected by metallic joints and electricity connected round all boxes. This connection was specially provided with a view to affording security from earth currents. The Consulting Engineers went so far as to state very clearly that they could not take any responsibility for the design of the cable system if earthenware ducts were used for drawing-in purposes, as this system was entirely unsuitable for high pressure cables, and the mere fact that bitumen was necessary with earthenware troughs showed that earthenware conduits were not in themselves a protection. They, however, entertained no objection to earthenware troughs in place of wood troughs for the low pressure cables, or to the system known as the Howard conduit system. At the same time they considered that the good hardwood obtainable in Sydney was particularly suitable for the purpose, and if cheaper than a system of earthenware they recommended that the Council should adhere to the wood.

In summing up the whole matter, the Resident Electrical Engineer corroborated the views of the Consulting Engineers and endorsed their recommendation on the following grounds, namely :—

1. Messrs. Henleys' prices were the lowest which could be recommended.
2. The quality and construction of the cables and boxes offered were of the best.
3. The type of cables offered was one which had been in use over a great number of years with satisfactory results.
4. The firm of Messrs. Henleys was a good and substantial firm of old standing and with good experience.
5. Messrs. Henleys undertake to obtain a considerable amount of the goods in the State.

On consideration of the reports, the Committee decided to recommend Council to accept Messrs. Henleys' tender as follows :—Section A—Cables, £28,302 10s. 4d.; Section B—Cast-iron pipes, £6,501 18s. 4d.; and Section C—Wood troughing, £5,136 1s. 10d.; and this recommendation was subsequently confirmed and approved by the Council.

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## ELECTRICITY SUPPLY UNDERTAKING—ELECTROLYSIS.

The system of laying cables, excepting high pressure cables, in wood troughing, recommended by the Consulting Engineers, is similar to that hitherto adopted by the Tramways Construction Branch of the Railway

Department. The Tramways Construction Branch within one year after laying the cables experienced very great trouble through the lead sheathing being completely eaten away in parts by the stray currents which prevail to a very great extent. Having regard to this experience the Committee deemed it desirable to request Messrs. Preece and Cardew to give special attention to the matter before coming to a final decision thereon.

Messrs. Preece and Cardew intimated that they did not anticipate any such difficulty with the lead-covered cables included in the electric lighting system, because no earth return would be used ; the high pressure cable was protected by iron pipes and the low pressure cables surrounded with pure bitumen, which they had always found to be a sufficient protection. In the tramway system there are heavy earth currents due to the great drop of potential in the rails ; they thought that the earth currents had got access to the lead covering of the cables through defects in the solid system, the mixture of tar, sand and resin as a compound being one which they condemned.

In reporting on the same subject the Resident Electrical Engineer stated that if the state of things represented to have been in existence was allowed to continue it would soon become intolerable not only for lead-covered cables but for the Water Board, the Gas Company, and the tramways themselves. The trouble has never been experienced in England, where the Board of Health has made conditions for the proper control of earth currents, and where lead-covered cables are almost universally adopted. The conditions prevailing in Sydney are not so unusual that the same rules cannot be observed with corresponding freedom from electrolysis, and generally the Resident Electrical Engineer concurred with the views expressed by the Consulting Engineers. On consideration the Committee decided to adopt the system recommended by Messrs. Preece and Cardew.

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#### ELECTRICITY SUPPLY UNDERTAKING CONTRACTS— ARC LAMPS AND POSTS.

Tenders for the supply, delivery and erection of arc lamp-posts, brackets, lamps and appurtenances were invited on four occasions, twice in England and twice in the State.

At first the work was included in tenders for the supply and laying of cables, but in accordance with a resolution of the Council new tenders were called in which the supply and erection of arc lamps, etc., was dealt with separately, and arrangements were made to permit local founders to tender for the supply of cast-iron work, which formed the principal portion of the contract.

By a further resolution of the Council the disadvantage of dividing the work into two sections was recognised, and as the designs accompanying English tenders were not suitable for local conditions, a special design was prepared and approved. Local tenders were then obtained for the whole of the work, including the supply of the special post necessary and the correct quantities required.

Reports on the two series of English tenders were submitted by Messrs. Preece and Cardew, the Council's Consulting Engineers, but under the circumstances as stated nothing further was done with regard thereto. On receipt of the first series of local tenders the questions



submitted for consideration were (1) the best pattern of arc lamp to adopt; (2) the advantages or otherwise of doing the work in the State; and (3) the best tender to accept.

In deciding upon the pattern of arc lamp to be adopted, the Resident Electrical Engineer observed that the initial success of the whole undertaking would be largely influenced by the general appearance of the street lighting. If well done, street lighting from its effectiveness became an excellent standing advertisement for electric light, consequently the question of first cost lost some of its importance. Three patterns of lamps were offered, and of these three either the Siemens or Crompton lamp could be relied upon to give the best and most satisfactory results.

The lamp known as the "A.E.G.," although simple and of good design, is not so well protected or so suitable for outdoor work as the other two types. The "A.E.G." lamp, however, was by far the cheapest in first cost, being £3 5s. against £4 18s. for the Crompton lamp and £5 for the Siemens' lamp; but Messrs. Preece and Cardew considered it open to question whether any advantage in this direction would not be more than counterbalanced by the heavier cost of upkeep, and the appearance would certainly compare unfavourably with the others. For these considerations a recommendation was made that the Council should accept either Messrs. Siemens or Messrs. Crompton's lamps.

As regards the advantage or otherwise of doing the work in the State, this matter could only be considered on the question of cost, efficiency and time of completion. On comparing the tenders and alternative tenders received, the Resident Electrical Engineer estimated that it would cost from £1,200 to £1,500 more to obtain the lamp-posts in the State than to obtain them abroad, this result being arrived at after making liberal allowances for customs dues, special design of post, etc. With regard to efficiency, there appeared to be no reason why Australian firms should not be able to make as good a standard as could be imported, and it was felt that the local electrical firms could execute their portion of the work satisfactorily. The time of completion in the case of the three lowest tenders was the same, whether the standards were manufactured in Australia or abroad.

On considering the tenders on their merits it was found that certain tenderers had made certain exceptions in the terms and conditions, whilst the time for completion varied from seven to twelve months. Under the whole of the circumstances it was determined to adhere rigidly to the terms of the specification and not to consider any tender which deviated therefrom in any particular. Fresh tenders were accordingly invited on this basis, and each person tendering informed that in the event of there being any departure from the conditions of the specification or any new conditions sought to be imposed by the persons tendering, the tenderers would be thereupon disqualified. With a full knowledge, therefore, of the conditions governing the tender, the following tenders were received for supplying, delivering, and erecting arc lamps and posts, namely:—

1. Messrs. Pope, Maher and Co., Darlington Ironworks, Sydney ..	£10,399	12	0
2. Messrs. Siemens Bros. and Co., Ltd., O'Connell Street, Sydney ..	10,720	0	0
3. Messrs. Mountney and Co., Ltd., Pyrmont, Sydney .. ..	10,949	9	6
4. Messrs. Crompton and Co., Ltd., George Street, Sydney ..	11,009	14	0
5. Henleys' Telegraph Works Company, Ltd., Kent Street, Sydney .. ..	11,215	7	1
6. Mr. R. T. Ball, Allen Street, Ultimo, Sydney .. ..	11,525	10	0
7. Henleys' Telegraph Works Company, Ltd., Kent Street Sydney .. ..	11,911	4	10

The Committee decided to refer these tenders to the Resident Electrical Engineer and myself, having particular regard to strict compliance with the conditions and specifications as altered and amended by Messrs. Preece and Cardew, the Council's Consulting Engineers.

In analysing the tenders the only other matters which were open to comparison comprised the particular type of arc lamp and the amount of the tender, the specification having been made so stringent and so rigid in all other respects as to preclude any departure therefrom without invalidating the tender submitted.

It appeared that Messrs. Pope, Maher and Company had certainly sent in the best tender as regards price. The Resident Electrical Engineer was of opinion that as regards the type of lamp both the patterns included were good lamps, and he felt satisfied that either would give satisfaction to the Council.

Messrs. Crompton and Co. emphasised the fact that their lamp was and is in use in over fifty towns in Great Britain for street lighting purposes, and that it was probably the best known lamp in New South Wales at that time. They furthermore laid special stress on the fact that their type of lamp is fitted with an eighteen inch globe as against the much smaller globe of other makes, and although they admit that so far as amount of light is concerned, the size of the globe itself makes no difference, they submit that so far as the outside public is concerned, the larger the globe the greater the general effect in street lighting. At the same time they point out that it will be easily understood that the increase in the size of the globe necessarily involves an extra cost in the lamp on account of freight, and they consequently asked that this fact might be taken into consideration when the tenders were being considered by the Electric Lighting Committee. The Resident Electrical Engineer was of opinion that the size of the globe manufactured by Messrs. Crompton and Co. undoubtedly gives a good appearance, but he very properly pointed out that a large globe cuts off more light than a small globe, and what was gained in appearance was lost in light and price of renewals—factors of much importance.

In Messrs. Siemens Bros. and Co.'s lamp the feeding gear was of the ordinary escapement type, and they claimed that their type of lamp is fitted with various controlling springs, by means of which the regulation of the arc could, it was stated, be controlled with the greatest nicety and exactitude. The chief feature of the Siemens' lamp, and to which the firm attached much importance, is the economiser or conical-shaped reflector which, by confining the gases round the arc, lessens, so it is alleged, the consumption of carbon by about thirty per cent., with an equally important advantage of increased light by nearly ten per cent., thus materially decreasing the cost of maintenance. The Resident Electrical Engineer was of opinion that the economiser introduced a new element of complication at a point where arc lamps almost frequently occasion trouble, owing to careless trimming, and in addition to this the cost of carbons for Messrs. Siemens' lamp, in Mr. Rooke's opinion, cancelled all the advantages derived from the economiser so far as cost of operation is concerned.

It was no part of my duty to make a recommendation with regard to the type of lamp to be adopted, but the Resident Electrical Engineer stated that in the event of the Council desiring a definite recommendation on the subject from him he was prepared to recommend Messrs. Crompton's lamp.

The following schedule shows the description of goods and materials to be supplied and an analysis of the schedule of rates accompanying the tenders :—

### SCHEDULE OF PRICES.

No. Required.	DESCRIPTION OF GOODS.	SCHEDULE OF RATES ACCOMPANYING TENDERS.									
		Messrs. Pope, Maher & Co.	Messrs. Siemens Broas. & Co.	Messrs. Mountney & Co.	Messrs. Crompton & Co.	W. T. Henley's Telegraph Company.	Mr. R. T. Ball				
		£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
268	Bracket posts, with arc lamps and fittings complete..	23 8 0	—	25 13 0	25 10 0	26 8 10	25 0 0	26 8 10	25 0 0	26 8 10	25 0 0
59	Upright posts, with centre carriers, arc lamps and fittings complete	21 5 0	25 0 0	21 3 6	25 0 0	26 5 11	25 0 0	26 5 11	25 0 0	26 5 11	25 0 0
1	Special upright post, opposite Grosvenor Hotel, with arc lamp and fittings complete .. .. .	21 5 0	24 15 0	17 9 0	25 0 0	28 18 4	29 0 0	28 18 4	29 0 0	28 18 4	29 0 0
1	Special upright post at corner of William Henry Street, with arc lamp and fittings complete .. .. .	21 5 0	24 15 0	17 9 0	25 0 0	28 18 4	29 0 0	28 18 4	29 0 0	28 18 4	29 0 0
1	Special upright post on Urinal at Queen's Wharf, with arc lamp and fittings complete .. .. .	21 5 0	24 15 0	14 18 6	25 0 0	28 18 4	29 0 0	28 18 4	29 0 0	28 18 4	29 0 0
4	Wall brackets, with arc lamps, fittings, wall boxes and pipes for protecting cables from ground .. .. .	15 5 0	15 0 0	14 18 6	12 12 0	19 0 4	13 0 0	19 0 4	13 0 0	19 0 4	13 0 0
4	Special bracket posts, with arc lamps and fittings complete..	23 8 0	26 0 0	24 13 6	24 0 0	28 18 4	29 0 0	28 18 4	29 0 0	28 18 4	29 0 0
SETS OF CONTROLLING GEAR.											
(Fixed in bases of posts or in wall boxes.)											
20	Sets of ten continuous current lamps in series .. .. .	32 10 0	22 10 0	33 16 6	32 11 0	32 12 8½	34 5 0	32 12 8½	34 5 0	32 12 8½	34 5 0
8	Sets for five continuous current lamps in series .. .. .	17 0 0	11 7 6	17 8 6	16 17 6	16 9 5½	18 0 0	16 9 5½	18 0 0	16 9 5½	18 0 0
9	Sets for ten alternating current lamps in series .. .. .	23 0 0	24 5 0	23 11 6	23 0 0	24 3 6½	25 0 0	24 3 6½	25 0 0	24 3 6½	25 0 0
2	Sets for five alternating current lamps in series .. .. .	12 10 0	13 2 6	12 16 6	12 10 0	13 1 3	14 0 0	13 1 3	14 0 0	13 1 3	14 0 0
344	Sets Cables for wiring arc lamp pillars..	1 10 0	1 10 0	1 11 6	1 8 6	0 15 0	1 15 0	0 15 0	1 15 0	0 15 0	1 15 0
4	Sets Cables for wiring wall brackets .. .. .	1 10 0	1 10 0	1 11 6	1 8 0	0 15 0	1 15 0	0 15 0	1 15 0	0 15 0	1 15 0
5	Sets Heathman ladders .. .. .	30 0 0	31 0 0	31 5 0	29 0 0	32 8 0	32 0 0	32 8 0	32 0 0	32 8 0	32 0 0
25	Continuous current arc lamps complete .. .. .	5 0 0	5 0 0	5 2 6	4 18 0	5 1 9½	5 5 0	5 1 9½	5 5 0	5 1 9½	5 5 0
15	Alternating current arc lamps complete .. .. .	5 0 0	5 0 0	5 2 6	4 18 0	5 0 11½	5 5 0	5 0 11½	5 5 0	5 0 11½	5 5 0
50	Spare globes .. .. .	1 5 0	1 0 0	1 5 0	1 0 0	1 0 8½	1 7 0	1 0 8½	1 7 0	1 0 8½	1 7 0
12	Substitutional resistances .. .. .	0 12 8	1 0 0	0 13 0	0 12 8	0 13 10	1 0 0	0 13 10	1 0 0	0 13 10	1 0 0
3	Line resistances .. .. .	0 6 8	3 0 0	0 7 0	0 6 8	0 7 4	0 10 0	0 7 4	0 10 0	0 7 4	0 10 0
6	Compensating coils .. .. .	0 15 0	1 0 0	0 15 6	0 15 0	0 16 0½	1 0 0	0 16 0½	1 0 0	0 16 0½	1 0 0
2	Choking coils .. .. .	0 15 0	5 0 0	0 15 6	0 15 0	0 16 3	1 0 0	0 16 3	1 0 0	0 16 3	1 0 0
6	Each switches and fuses .. .. .	1 10 0	11 0 0	1 10 9	1 10 0	1 15 9	2 0 0	1 15 9	2 0 0	1 15 9	2 0 0
1	Pair wheels and tyres for ladders .. .. .	3 10 0	8 0 0	3 12 6	3 10 0	3 10 0	5 0 0	3 10 0	5 0 0	3 10 0	5 0 0
3000	Pairs carbons for continuous current arc lamps .. .. .	24 0 0	38 15 0	24 0 0	23 0 0	25 2 6	30 0 6	25 2 6	30 0 6	25 2 6	30 0 6
2000	Pairs carbons for alternating current arc lamps .. .. .	18 0 0	30 0 0	18 0 0	17 0 0	19 0 0	25 0 0	19 0 0	25 0 0	19 0 0	25 0 0
	Painting and varnishing after erection .. .. .	0 7 0	—	8 the lot	—	1 3 6	350 the lot	1 3 6	350 the lot	1 3 6	350 the lot

The Resident Electrical Engineer confirmed and concurred in the observations made in my report, and the Committee approved and adopted the report, which was subsequently approved and confirmed by the Council, and the tender of Messrs. Pope, Maher and Company, with the Crompton arc lamp, was accepted accordingly.

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## ELECTRICITY SUPPLY UNDERTAKING—CAPITAL EXPENDITURE.

Just prior to the dissolution by effluxion of time of the Electric Lighting Committee charged with the constructional work of the undertaking during the year 1903, I prepared and submitted a statement on the expenditure incurred, the commitments arising out of the contracts already entered into in carrying out the Electric Lighting undertaking, accompanied by a supplementary statement showing the expenditure which it was anticipated would be incurred in carrying out the scheme to a successful issue. As this statement shows the position from the financial standpoint at the end of the year, I submit the same in detail as follows :—

### No. I.—Payments to date as follows :—

	£	s. d.	£	s. d.
Amount expended in purchase of site for power station, Johnston Street and Pymont Street .. ..	13,300	0 0		
Amount expended in purchase of land for extension of site for power station, Johnston Street .. ..	240	0 0		
Stamp duty and registration fees on completion of purchase of site .. ..	69	10 0		
Professional fees—Messrs. Preece & Cardew .. ..	2,150	11 5		
Salaries during constructional work—Resident Electrical Engineer, Foremen, and allowance to Resident Electrical Engineer for travelling expenses, etc. ..	780	16 1		
Excavation works at site .. ..	1,496	17 11		
Sundries, tipping spoil in quarry, etc. .. ..	324	2 7		
Compensation claim .. ..	25	0 0		
Water and Sewerage Rates on houses on site .. ..	33	14 0		
Advertising, Printing, Reporting, Cables, etc. .. ..	164	8 10		
Petty Cash Expenses, Bank Charges, Cab Hire, Tramway Fares, Incidentals .. ..	14	11 10		
			18,599	12 8

### No. II.—Contracts entered into by the Council :—

Contractors.	Nature of Contract.	Amount of Contract.		
Messrs. Dick, Kerr and Co., London	Generating Mch'y.	49,072	0 0	
Messrs. Henleys, Ltd., London ..	Cables	39,950	0 0	
Messrs. Pope, Maher & Co., Sydney	Arc lamps & posts	10,398	0 0	
Messrs. Scrutton and Co., Sydney ..	Steelwork	10,499	0 0	
Mr. C. A. Richards, Sydney ..	Chimney Shaft	2,650	0 0	
Messrs. Stewart and Co., Sydney ..	Power House	17,468	0 0	
Messrs. Stewart and Co., Sydney ..	Saltwater Conduits	6,079	0 0	
Messrs. Stewart and Co., Sydney ..	Saltwater Conduits	2,397	0 0	
Messrs. Owen Ridge and Sons, Annandale .. ..	Sub-station No. 1	795	0 0	
Mr. J. C. O'Brien, Petersham ..	Sub-station No. 2	798	0 0	
Messrs. Grant and Craven, Sydney	Sub-station No. 3	437	0 0	
			140,543	0 0
Carried forward .. ..			£159,142	12 8



						£	s.	d.
Brought forward	..	..	..	..	..	£159,142	12	8

No. III.—Estimated expenditure in addition to the foregoing :—

						£	s.	d.
Sub-station No. 4, Wilson Street	..	..	..	..	..	500	0	0
Coal-handling Plant	..	..	..	..	..	3,500	0	0
Railway Siding	..	..	..	..	..	500	0	0
Meters	..	..	..	..	..	2,000	0	0
Opening and making good streets	..	..	..	..	..	10,000	0	0
Engineering Fees	..	..	..	..	..	2,000	0	0
Customs Duties	..	..	..	..	..	2,500	0	0
Contingencies	..	..	..	..	..	3,800	0	0
							24,800	0 0
Total	..	..	..	..	..	£183,942	12	8
Less Rents received, houses on site	..	..	..	..	..		76	9 0
Estimated Expenditure on undertaking	..	..	..	..	..	£183,866	3	8

The payments to date on account of contracts already entered into by the Council amounted to £6,043 19s. 3d., exclusive of the sum of £18,599 12s. 8d., as set out in section No. 1 of the statement. progress payments at the time the report was submitted having been made as follows:—C. A. Richards, on account of chimney-stack contract, £1,844 4s.; Messrs. W. T. Henleys, Limited, on account of cable contracts A. B and C sections, £1,914 15s. 3d. ; and Messrs. Scrutton and Company, on account of steel work contract, £2,285. In addition to these payments under section No. 2 of the statement, a sum of £941 15s. has been expended on account of opening and making good streets, making a total of £25,585 7s. 1d. actually expended out of the City Fund. The Resident Electrical Engineer and the City Building Surveyor estimated that a sum of £72,984 would be required to meet further progress payments on contracts falling due before the end of December, thus making the aggregate capital expenditure out of the City Fund from the inception of the undertaking to the expiration of the current financial year £98,569. Under the provisions of Section 7 of the Sydney Electric Lighting Act 1896, the Council, it will be remembered, is empowered to borrow by the sale of debentures in manner prescribed in the Act a sum not exceeding £250,000 for electric lighting and other purposes incidental to the undertaking, consequently the amount expended before 31st December last represents approximately two-fifths of the amount authorised to be borrowed.

In this connection it may properly be stated here that at the meeting of the Finance Committee held on the 29th day of October last a minute by the Right Honourable the Lord Mayor was submitted stating that in view of the large contracts entered into by the Council in connection with the electric lighting of the City he had been giving much consideration to the state of the finances and to the need of making provision for the payments to the different contractors as the works progressed, and intimating that the question for the consideration of the Finance Committee was at what point the first series of debentures authorised by the Act should be issued. The Lord Mayor further intimated that on this point he had had a conference with Mr. A. L. Mullens, chairman of the Sydney Stock Exchange, who agreed with the Lord Mayor that the most suitable time to issue the loan would be from the middle to the end of January, 1904, as the money market at that time, it was anticipated, would be fairly favourable, seeing that the wool clips and the grain crops

would then ~~have been sold~~. Furthermore, as in the meantime it would be necessary for the Council to make temporary arrangements for payments of claims as they become due, the Lord Mayor reported that he had asked the Manager of the Union Bank, the bankers to the Corporation, if his Bank would be prepared to allow the Council an overdraft on a special Electric Lighting account for the moneys from time to time required by the Council pending the flotation of the loan. The Lord Mayor suggested to the Manager of the Bank that under the circumstances of the improved credit of the City, owing to the readjustment of the finances during the past few years, and in view of the fact that the overdraft was secured by the Council's statutory right to issue debentures to cover it, the Council should receive the most favourable consideration from the Bank in the rate of interest to be charged, and he therefore suggested four and a half per cent. as the most that the Council should be asked to pay. The Manager promised to submit the matter to his Board and give the Council an early answer. Subsequently the Lord Mayor, accompanied by the City Treasurer and myself, had an interview by appointment with the Manager of the Bank, when after conferring in relation to certain details which it is not necessary to particularise here, seeing that the consideration thereof came more properly within the scope of the Finance Committee in the ordinary discharge of their business, the Manager intimated that subject to the details being arranged between the City Solicitor and the Solicitor to the Bank, an overdraft would be permitted for the purpose named at the rate of interest quoted by the Lord Mayor for the temporary accommodation required, namely, at four and a half per cent. This provisional arrangement was duly reported to the Finance Committee, when the Committee resolved to ratify and confirm the same, and a report to this effect was submitted to the Council at the next meeting and confirmed and adopted.

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### ELECTRICITY SUPPLY UNDERTAKING—TELEPHONE COMMUNICATION.

In the specification prepared by Messrs. Preece and Cardew it was originally proposed that telephone cables for use between the Power House, the Town Hall and the Sub-stations should be laid direct in the ground. Having regard to the provisions of the Post and Telegraph Act, section 80, it was deemed desirable to direct the attention of the Consulting Engineers thereto as follows :—

The Postmaster-General shall have the exclusive privilege of erecting and maintaining telegraph lines and of transmitting telegram or other communications by telegraph within the Commonwealth and performing all the incidental services of receiving or delivering such telegrams or communications except as provided by this Act of regulations.

Provided that—

- (a) The Government railway authorities of each State shall have authority to erect and maintain within the railway boundaries telegraph lines required for the working of the railways ; and

- (b) the owners of any railway or tramway may maintain for the time and to the extent authorised by any State Act any telegraph lines erected in pursuance of rights conferred by any State Acts in force at the commencement of this Act, and which are required for the working of the railway or tramway.

But except by authority of the Postmaster-General no such telegraph line shall be used for the purpose of transmitting and delivering telegrams for the public. Where such authority is obtained the revenue derived from such telegrams shall be divided between the department and the railway authorities or owners in such proportion as may be mutually agreed upon.

Provided also that nothing in this section shall be taken to prevent any person from maintaining and using telegraph lines heretofore erected by him from erecting and maintaining and using any telegraph lines—

- (a) which is wholly within and upon land whereof he is the proprietor or occupier and solely for his own purposes if no part of such line is within twelve feet of any existing line of the Postmaster-General except for the purpose of connecting with or crossing such line ; or
- (b) which is used for telephonic communication and is wholly within a building whereof he is the occupier or proprietor and solely for his own purposes.

By the interpretation clause, " telegram " means " telephone."

Certain members of the Committee entertained the view that in order to obviate difficulties in this connection the telephone cable should be discarded altogether, and the Council should deal directly with the Federal Government with regard to telephone facilities with a view to obtaining a private wire quite independent of the Exchange. Having regard, therefore, to the provision quoted, I was directed to communicate with the Postmaster-General enquiring if the necessary permission could be obtained, and if so upon what terms and conditions.

On the other hand it was not denied that there is considerable force in the argument advanced by Messrs. Preece and Cardew that these cables should be laid along with the rest of the cables from the generating station to each sub-station in order to give a complete self-contained and direct system of telephonic communication quite independent of the Post Office Exchange, which is most important in cases of emergency and on which the whole success of the operations may depend. But in reply to this argument as previously stated it was anticipated there would be no difficulty in obtaining a private wire independent of the Exchange.

When the proper time arrives it is intended to communicate with the Postmaster-General on the subject, but in the meantime I may state that the clauses which appear in the Commonwealth Post and Telegraph Act also appear in the English or Imperial Act ; but the mere fact that these clauses appear in that Act has never been held to prevent the proprietors of electricity supply undertakings from laying their own system of telephones for private use, and it ought not in common fairness to be made applicable to Sydney.

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## ELECTRICITY SUPPLY UNDERTAKING—EXTENSION OF PLANT.

In September last the Resident Electrical Engineer directed the attention of the Electric Lighting Committee to the position of the Electric Light undertaking, having particular regard to the important questions of supply and demand as presented at that time.

The first instalment of plant being erected by the Council for the purpose of generating electricity consisted of five boilers and three steam alternators, with the requisite auxiliary machinery.

Two of the steam alternators are of 1,000 horse power each, and the third 500 horse power. These alternators comprise an overload capacity of twenty per cent. for short periods, which brings the aggregate output up to 3,000 horse power without spare or reserve plant. In the opinion of the Resident Electrical Engineer it is desirable that 1,200 horse power of this machinery should be kept in reserve to meet unexpected contingencies or emergency demands. The approximate demand for which provisional applications have been made, including the first instalment of public lighting by electricity, is equivalent to 1,250 horse power, and Mr. Rooke pointed out that to commence with, the plant provided should be capable of efficiently dealing with eighty per cent. of the load connected, or a load of 1,000 horse power at the present time quite apart from future developments.

In giving evidence before the Council at the preliminary inquiry it will be remembered that Major Cardew then stated that about fifty per cent. of the load connected would require electricity at one time. As a general average this assumption is proved to be accurate, the load varying between twenty per cent. and eighty per cent. of the connections, but until reliable figures are available in Sydney for the Council's undertaking—figures which can only be obtained by actual experience in working—and having regard to the great probability of rapid extensions being required, the Resident Electrical Engineer advised that eighty per cent. should be taken as the possible demand. The actual situation at the time the matter was brought under the observation of the Committee was that some eight months before commencing the supply of electricity the demand approximated to six per cent. of the capacity of the generating plant then being installed. Experience in England clearly indicates that the actual demand does not arise until the undertaking is in active operation even when customers are canvassed, and that the rate at which the demand increases is very rapid, and does not decline. Numerous instances of this character are available which prove the contention. For this reason it was strongly impressed upon the Committee that the Council should be in a position to increase the output of their plant at short notice, and in view of the long interval which must necessarily elapse in obtaining additional plant, it was consequently deemed advisable to bring the matter forward for consideration in a timely manner. It naturally follows that if needful preparations for the extension of plant are not made in good time, the result will be in every way disappointing and exceedingly unsatisfactory. The public who cannot be supplied will very properly complain of the want of enterprise, extension and development of business may possibly be checked, and the initial stage in connection with a business undertaking of this character, a stage which is universally recognised as the most difficult period in which to make a working profit, will be unduly prolonged. In view of enquiries which had been made by residents in outlying municipal as well as by residents and business



places within the City boundary, there appeared to be no doubt that the Council would have no difficulty whatever in selling all the electricity they could generate with double the plant then on order. But the Resident Electrical Engineer did not attempt to minimise the fact that there appeared to be a very considerable danger that under the circumstances prevailing the Council might not be in a position to satisfactorily cope with the demand, judging from the applications received.

The Committee clearly recognised that increase of business would contribute very largely to the ultimate success of the enterprise, as pointed out by Major Cardew, by decreasing the cost of production. That it should be necessary to even consider the desirability of making preparations for the extension of the plant at such an early stage was also looked upon as a very satisfactory indication of the requirements of the citizens, and that it gave promise of a large business in the near future.

In anticipation of future extensions, provision for adding 2,000 horse power of generating machinery, or nearly double the first instalment of plant, has already been made in the Power House, and provision for extension has also been made in the sub-stations, and in laying cables.

In submitting the matter to the Electric Light Committee it was also pointed out that in considering and deciding the measures desirable to be taken to increase the generating plant already on order, it should be borne in mind that undoubted advantages existed in using the same type of machinery as had been already ordered, and that if the extensions were made during the first contract was in progress, better terms would be probably obtained than could be obtained at a subsequent stage of the proceedings.

Taking all the circumstances, therefore, into careful consideration, the Resident Electrical Engineer recommended that the Council instruct Messrs. Preece and Cardew to ascertain :—

1. The terms on which Messrs. Dick, Kerr and Company, the contractors for supplying the plant already ordered, would be prepared to supply an additional 1,000 horse power steam alternator with condensers, switchboards, etc., and 1,000 horse power additional sub-station machinery with the necessary additions to the switchboards.
2. The terms on which additions of 2,000 horse power could be obtained.
3. To obtain public tenders for these additions should there be any difficulty in obtaining good terms from Messrs. Dick, Kerr and Company.

The Committee on consideration of these recommendations made a recommendation to Council accordingly, but on being considered by Council it was decided to instruct Messrs. Preece and Cardew to prepare conditions and specifications and invite tenders for the plant mentioned.

Messrs. Preece and Cardew were instructed accordingly, and tenders have been invited, made returnable in London on 12th January, 1904.

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#### ELECTRICITY SUPPLY UNDERTAKING—ESTIMATES.

According to a report on the financial position of the Electricity Supply undertaking in its relation to receipts and expenditure as furnished by the Resident Electrical Engineer in March, 1903, it was estimated that

the capital expenditure would amount to approximately £180,000. According to the contracts which have been let, and the progress of the various works up to date, it is confidently anticipated that the cost of the installation will not exceed £183,600, or two per cent. more than was estimated in March, 1903.

In August last the Resident Electrical Engineer directed my attention to the cost of excavating trenches for the electric light cables as carried out up to that time. During the week previously, the third in which the work had been in progress, it appeared that the cost of excavation, filling and ramming was about seven shillings and tenpence per cubic yard, which sum appeared abnormally excessive when compared with the cost of excavating on the site of the Power House at Pymont, which was two shillings and fourpence per cubic yard for soil and four shillings and one penny per cubic yard for rock, and these sums included incidental charges, such as cost of powder for blasting, cartage, rent for use of tip, foremen's wages, tools, lighting, etc., and only ordinary labourers employed. In the excavations for cables about eighty per cent. of the excavation was in made ground, the remaining twenty per cent. being in rock. The Resident Electrical Engineer reported that the labourers selected for the excavation of the trenches had to a great extent been unsuitable for the work, being either too old, too young, or not accustomed to pick and shovel work, and he felt it incumbent upon him to direct attention to the matter, as the trenching would have to be carried out economically as well as efficiently, if the Council's Electricity Supply undertaking was to be a financial success. Under the favourable conditions named as to the percentage of made ground and rock, the cost was undoubtedly excessive, and prior to the matter being considered by the Electric Lighting Committee the Lord Mayor issued instructions that the Staff and Labour Committee should have the matter brought before them at the earliest opportunity as a matter of urgency.

On consideration the Staff and Labour Committee merely received the report as submitted, but the Electric Lighting Committee unanimously decided that having special regard to the cost of excavation of the trenches connected with the Electric Light undertaking, the matter of the appointment of men should be left in the hands of the responsible officers, namely, the Town Clerk, the City Surveyor, and the Resident Electrical Engineer, to make such appointments as they might think desirable for carrying out the work, and that the terms of reference to the Staff and Labour Committee for appointment of day labour by ballot be rescinded so far as the work of excavation for cable laying was concerned. The Council subsequently approved and confirmed the action taken by the Electric Lighting Committee, and the officers named proceeded to the selection and appointment of suitable labourers and rock choppers, the result being that at the end of the fifth week the cost was reduced to 3s. 10d. per cubic yard, compared with 7s. 10d. during the third week, the average cost for the five weeks being 5s. 2d. per cubic yard.

As numerous misleading statements have been made with regard to this matter, arising, it is presumed, from want of knowledge of the facts, it is but right to state that not more than twenty-five pounds was expended in demonstrating the necessity for some change in appointing labourers for this particular class of work.

Upwards of three hundred labourers were subsequently appointed, and, generally speaking, every satisfaction was given to the Resident Electrical Engineer in the discharge of the work.

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### ELECTRICITY SUPPLY UNDERTAKING—PRICE PER UNIT.

Towards the end of last year numerous enquiries were made as to the price of electricity to be supplied by the Council, and estimates of probable demand, expenditure and revenue were prepared by the Resident Electrical Engineer so as to enable the Council to decide as to price.

The probable demand was estimated to be 2,400,000 units in the first year, this quantity being made up as follows, namely :—

Street Lamps (lamps being alight all night)	..	..	600,000 units.
Pumping Salt Water and Refrigerating	..	..	600,000 units.
Public Demand	..	..	1,200,000 units.
Total			2,400,000 units.

The items of expenditure or cost of production are conveniently divided under two heads, namely, " Fixed Costs " and " Variable Costs." The fixed costs are not materially altered by the quantity of electricity sold ; the variable costs are immediately dependent on the quantity sold.

The fixed costs are interest on loan, sinking fund in redemption of borrowed capital, depreciation, wages and salaries, rates and taxes, and a proportion of Town Hall Staff expenses. It was estimated in 1903 that these fixed charges will amount approximately to £17,700, and having regard to subsequent developments, the Electrical Resident Engineer has seen no reason to vary his estimate, an estimate in which I concur after verification of the details. Assuming this estimate to be correct, the fixed charges will be equivalent to 1·77 pence per unit sold. The maximum output of the generating plant now being erected, after allowing for ample spare machinery, is 1,080 kilowatts. As the system grows, owing to increase of business, the capital outlay per kilowatt of output is decreased. Consequently increased business means lower cost of fixed charges per unit sold.

The variable costs are coal, oil, waste, water, repairs and maintenance, carbons and maintenance of arc lamps, stationery and law expenses.

On the assumption that the maximum demand will be 1,140 kilowatts and the load factor about twenty-four per cent., or that 2,400,000 units will be sold per annum, it is estimated that these variable costs will amount approximately to £11,150 in the first year of working, which is equivalent to 1·115 pence per unit sold. I have verified the detailed estimates made by the Resident Electrical Engineer, and concur in his conclusions.

It will scarcely be necessary to say that improvement of load factor and increase of business lower these costs also by increasing the efficiency of distribution. The total cost of production on the above estimates will amount to 2·885d. per unit sold. The revenue, assuming an average price of 3d. per unit sold, will amount to £30,000, and the expenditure to £28,850, leaving a credit balance of £1,150 on the year's working, and making no allowance for savings, which will undoubtedly be introduced in other departments by the use of electricity.

It will be borne in mind that these estimates are based on a load factor of about twenty-four per cent.

To business men it must appear that long-hour customers will be more profitable to the Council than short-hour; they are therefore entitled to some benefit in price paid per unit. Experience shows that the maximum of short-hour load occurs shortly after sunset, and is attributable to lighting. The long-hour or day load is due to motors, and, to a small extent, lighting. It has therefore become the universal practice to supply electricity for motors at a lower price than for lighting. There are several systems of charging for electricity, some of which are specially devised to benefit the long-hour customer. They are as follows:—

1. The Maximum Demand System.
2. The Flat Rate with Discounts.
3. A system based on the number of units consumed per quarter per lamp fixed.
4. The Contract System.
5. The Flat Rate.

The advantages and disadvantages of each system may be enumerated as follows:—

The maximum demand system is a method of charging on the basis of a customer's load factor, irrespective of the quantity he uses. If he has a good load factor he participates in the advantages derived by the supply undertaking.

The usual way of expressing the charge for electricity on this system is 6d. a unit for the first hour and 2d. a unit afterwards, depending on the prices selected and the period during which the higher price prevails. The maximum rate at which electricity is used at any time is ascertained by means of a maximum demand indicator, fixed on the customer's premises, and the total quantity is recorded on a meter in the usual manner.

In making up the customer's account it is assumed that he has used electricity at the maximum rate for one hour, or equivalent period every day. This quantity is charged at the higher price, and all in excess of this is charged at the lower price.

An example may help to explain how the system operates:—A customer's meter registers 5,000 units during the year, and his demand indicator shows that he was using electricity at a maximum rate of five units per hour. He is charged at the higher rate on five units for each day of the year, or  $5 \times 365 = 1,825$  units. The remaining amount, or  $5,000 - 1,825 = 3,175$  units, are charged at the lower rate. If the prices are 6d. and 2d. per unit his bill is—

1,825 units at 6d. per unit .. ..	£45 12 6
3,175 units at 2d. per unit .. ..	26 9 2
Total .. ..	£72 1 8

or an average price of 3·46d. per unit.

It will be seen also that his load factor for the year is—

$$\frac{5,000 \times 100}{8,760 \times 5} = 11\cdot4 \text{ per cent.}$$

Supposing he had only used 1,845 units during the year, his load factor would have been—

$$\frac{1,825 \times 100}{8,760 \times 5} = 4\cdot1 \text{ per cent.}$$



and he would have been charged 6d. per unit. He is, therefore, encouraged to make his load factor as large as he can. The system is, without doubt, the fairest yet invented, and in many places has been most successful in encouraging the use of electricity, and most highly appreciated by the customers. The small consumer can enjoy equal terms with the large if his load factor is as good. Lamps which are burning over long hours can be supplied at a very low cost, and it encourages the use of electricity for all purposes to which it can be applied. The disadvantages of the system are its complication and the apparent inconsistency which it introduces into quarterly accounts. At some places these have been so serious that the consumers as a body have preferred to buy their electricity at a flat rate, although by so doing they have actually paid more for it. The maximum demand system is certainly a difficult system for the consumer to understand. The apparent inconsistency in accounts arises in this way. Bills must be sent out quarterly, but rebates must be calculated on a yearly basis, as it is the load factor on the year's working which is of importance to the undertaking. If the rebates were calculated quarterly the customer might have a lower maximum demand in one quarter than in the others; his load factor for that quarter would also be improved, and he would benefit unduly. From this there arise two difficulties: in the first place the customer may pay a heavy bill in one quarter and in the next may use much more electricity for less money; secondly, his maximum demand may increase in the last quarter to such an extent as to cancel some of the rebate he has already received, and he may be called on to pay a higher price per unit used during the last quarter than the maximum price ordinarily charged. As an illustration of this, the same example may be taken of a customer who uses 5,000 units per annum. Suppose his maximum demand during the first three quarters is five kilowatts, and that in the first quarter he uses 1,250 units, his bill will be:—

1,250 units at 6d. per unit .. .. .	£31 5 0
In the second quarter he uses 2,000 units; his bill will be—	
575 units at 6d. per unit .. .. .	£14 7 6
1,425 units at 2d. per unit .. .. .	11 17 6
<hr/>	
Total .. .. .	£26 5 0

or he uses more electricity and pays less for it.

In the third quarter he uses 750 units with the same maximum demand, and his bill is—

750 units at 2d. per unit .. .. .	£6 5 0
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In the fourth quarter, suppose his maximum demand rises to nine kilowatts, and he uses 1,000 units, he is called on to pay for  $9 \times 365 = 3,285$  units at 6d. a unit during the twelve months, and the remaining 1,715 units at 2d. a unit. But having already paid for only 1,825 units at the higher rate, and, as he has only used 1,000 units in the last quarter, he must be charged more than 6d. a unit on the last quarter's consumption to make up the deficit. If to avoid this difficulty no rebate is granted until the last quarter, it may be so great as to necessitate a cash payment to the consumer, and the confusion is no less than before. The above is perhaps an extreme case and one that does not often occur, but it illustrates how complicated the accounts may become, and how difficult for the ordinary consumer to understand.

The maximum demand system is in operation in the following cities and towns as stated, each possessing a population of at least 50,000 inhabitants, namely :—

Town.	Lighting.	Power.
Aberdeen	6d. first hour, 2½d. after	3d. first hour, 1d. after.
Barrow-in-Furness	6d. for 1½ hours, 3d. after	3d. for 1½ hours, 1½d. after.
Belfast	6d. first hour, 2d. after.	3d. first hour, 1d. after.
Birkenhead	6d. first hour, 3d. second hour, 1½d. after	Flat Rate.
Blackburn	6d. first hour, 3d. after	Flat Rate.
Blackpool	7d. first hour, 2d. after	Flat Rate.
Bolton	6d. first hour, 3d. after	Flat Rate.
Bootle	5d. first hour, 3d. after	Flat Rate.
Brighton	7d. first hour, 1d. after	7d. first hour, 1d. after.
Burton-on-Trent	6d. for 1½ hours, 3d. after	3d. for 1½ hours, 1d. after.
Bury	6d. first hour, 3d. after	3d. first hour, 1d. after.
Cardiff	7d. first hour, 2d. after	4d. first hour, 1d. after.
Croydon	7d. first hour, 2d. after	Flat Rate.
Derby	6d. first hour, 3d. after	3d. first hour, 2d. 2nd hour, 1d. after.
Devonport	7d. first hour, 3d. after	Flat Rate.
Eastham	7d. first hour, 2d. after	Flat Rate.
Glasgow	6d. first hour, 1d. after	1½d. for 3½ hours, ¾d. after.
Greenock	7d. for first hour, 1½d. after	Flat Rate.
Hammersmith	6d. first hour, 3d. after	2½d. to 3½d.
Hampstead	6d. first hour, 2½d. after	Flat Rate.
Huddersfield	Flat Rate.	2d. first 2 hours, 1d. after.
Hull	5d. first hour, 2d. after	Flat Rate.
Middlesbrough	6d. first hour, 2d. after	2d. for 2½ hours, 1d. after.
Nottingham	5d. first hour, 1½d. after	Flat Rate.
St. Helens	Flat Rate	2d. for 2 hours, 1d. after.
St. Pancras	6d. first hour, 1d. after	Flat Rate.
Southampton	6d. for 1½ hours, 4½d. after	Flat Rate.
Stepney	8d. first hour, 1d. after	8d. first hour, 1d. after.
Sunderland	5d. for 1½ hours, 2½d. after	Flat Rate.
Swansea	6d. first hour, 2d. after	2d. for 5 hours, 1½d. after.
Warrington	6d. first hour, 3d. after	Flat Rate.
Yarmouth	6d. first hour, 1d. after	Flat Rate.
York	7d. first hour, 1½d. after	Flat Rate.

In comparing the foregoing rates with those proposed to be charged in Sydney, it must not be forgotten that in the large majority of cases the works have been established for many years.

The flat rate system with discounts provides discounts after a certain quantity of electricity has been used. The cost of connecting a large consumer to the system is little more than the cost of connecting a small consumer ; but as the revenue derived by means of the connection is greater, a small discount can be given to the large consumer. This system is also designed to encourage the use of electricity for all purposes. Its disadvantages are that it offers no direct inducement to the consumer to maintain a good load factor, and the small consumer, however profitable he may be as regards his load factor, is not likely to derive any benefit, because he does not consume enough to obtain a discount.

Another system is that which is based on the number of units used per quarter per lamp fixed. This is a flat rate with discounts, which came into operation as soon as a certain quantity of electricity has been consumed for each lamp fixed. Its advantage is that the small consumer benefits as well as the large consumer. Its disadvantages are that it discourages the connection of lamps, except in those places where a lot of electricity is likely to be used, it is not convenient for customers to have inspectors wandering round their premises counting the number of lamps connected and their candle power.

The contract system has been used at some places, but no information is available as to its having ever been used with satisfactory results. It is a fixed charge per lamp per annum irrespective of the quality of electricity used. The system discourages the connection of lamps in places where they are only occasionally required, and it encourages waste of electricity to an extent which has usually reduced the undertaking to the verge of ruin, consequently it is not used now by municipalities. Subsequently when meters are introduced customers are alarmed at their bills, and instead of correcting their own extravagance they have given up the use of electricity altogether.

The flat rate system without discounts is the simplest and most workable system, as well as being the most easily understood by the ordinary consumer. It is very largely adopted in Great Britain and Ireland, and it places no restraint on the use of electricity. It, however, offers no advantages to good customers, and it possesses no safeguards against the customers.

The flat rate system is in operation in the following cities and towns as stated, each possessing a population of at least 50,000 inhabitants, namely :—

Place.	Lighting.	Power.
Bath	5d., 4½d., 4d.	2½d.
Battersea	4½d., 4d.	2d.
Birkenhead	Maximum Demand	2½d., 2d., 1½d.
Birmingham	7d., 4½d.	4d., 2d.
Blackburn	Maximum Demand	2½d., 1½d.
Blackpool	Maximum Demand	2½d.
Bolton	Maximum Demand	2½d., 1½d., 1d.
Bootle	Maximum Demand	2d., 1d.
Bradford	4½d.	2d., 1d.
Bristol	5d., 3½d.	1½d.
Burnley	4d.	3d., 2d.
Burton-on-Trent	Maximum Demand	2d., 1½d.
Bury	4½d.	Maximum Demand.
Cheltenham	6d. to 3½d.	6d. to ½d.
Croydon	5d.	2½d.
Derby	5½d. to 4d.	1½d. for 50 hours' use per week.
Devonport	5d.	2½d.
Dublin	7d., 5d.	5d.
Eastham	5½d.	2½d.
Edinburgh	3½d.	1½d.
Fulham	5d.	2½d., 2d., 1½d.
Glasgow	3½d., 3d.	Maximum Demand.
Greenock	5½d.	2d.
Hackney	4d.	2d.
Halifax	4d., 3d.	2d.
Hampstead	Maximum Demand	2d.
Hastings	6d.	6d.
Huddersfield	4½d.	Maximum Demand.
Hull	4½d.	2d. to 1d.
Leeds	4d.	2d. to 1½d.
Leicester	4d.	2d.
Leith	4d.	1½d.
Liverpool	3½d., 3d.	2d., 1½d.
Manchester	5½d. to 2d.	3d., 1½d.
Newport	5½d. to 3d.	2d. to 1d.
Nottingham	Maximum Demand	1½d.
Paisley	4d.	2½d.
Plymouth	4½d.	3d.
Portsmouth	4½d.	1½d.
Rotherham	4½d.	1½d.
St. Helens	4½d.	Maximum Demand.
St. Pancras	5d.	2d.

Place.	Lighting.	Power.
Salford	4d.	2d. to 1½d.
Sheffield	4d.	2d. to 1d.
Southampton	Maximum Demand	3d.
Sunderland	Maximum Demand	2½d. to 1½d.
Wallasey	6d., 3d.	3d.
Walthamstow	4½d., 4d.	2½d. to 1½d.
Warrington	Maximum Demand	2d., 1d.
West Hartlepool	4d.	2d. to 1d.
Yarmouth	Maximum Demand	3½d., 3d.
York	4½d. to 3½d.	1½d., 1d.

The Council, acting on the recommendation of the Electric Lighting Committee, decided to adopt the following scale of charges for supplying electricity, namely :—4½d. per unit for lighting ; 2d. per unit for motors, heating and cooking apparatus, or at the option of the consumer, 5d. per unit until the quantity consumed amounts to 365 multiplied by the customer's maximum demand, and 2d. per unit for all in excess of this amount ; this option to be exercised by the consumer yearly.

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### ELECTRICITY SUPPLY UNDERTAKING—TERMS AND CONDITIONS OF SUPPLY.

The Council, on the recommendation of the Electric Lighting Committee, adopted the following regulations in regard to the terms and conditions applicable to the supply of electricity:—

1. All official communications must be addressed to the Town Clerk, who will issue the necessary instructions to the departmental officers.
2. All requisitions for a supply of electricity must be made on the printed form attached to these conditions, which forms may be obtained on application to the Town Clerk. Special arrangements must be made with the Council in all cases where arc lamps, motors, or special apparatus are to be used.
3. The Council may require security for any due payment for the electricity and for proper care and custody of the meter.
4. Electricity will be supplied at the following rates :—4½d. per unit for lighting, 2d. per unit for motors, heating and cooking apparatus, or at the option of the consumer, 5d. per unit until the quantity consumed amounts to 365 multiplied by the customer's maximum demand, and 2d. per unit for all in excess of this amount ; this option to be exercised by the consumer yearly.
5. The service main, main fuse, meter and maximum demand indicator will be supplied and fixed by the Council. No charge will be made for the service main provided the meter is situated not exceeding twenty-five feet from the building line, but any length in excess of such twenty-five feet will be laid at the expense of the consumer. The positions of the main fuse, the meter and the maximum demand indicator will be determined by the Council's officers, and will be placed as near as possible to their supply mains.



6. The consumer shall make provision for the connection of the Council's meter, and (if necessary) maximum demand indicator, for each of which a rental of 2s 6d. per quarter will be charged. The consumer must not interfere with the meter, main fuse or maximum indicator, which will be sealed.
7. The Council will not undertake any work inside the consumer's premises except as above mentioned. On completion of the customer's installation and before connection to the Council's mains, the Council's officers will inspect and test the installation. Should any such test and inspection show that the installation does not comply with the Council's rules and regulations, no connection will be made until such rules and regulations are complied with in the opinion of the Council's officers, but a charge of ten shillings will be made for each and every subsequent test and inspection made by the Council's officers. No charge will be made for the first test and inspection.
8. If any defect in a consumer's installation is at any time discovered by the Council's officers, the Council shall be at liberty to disconnect the installation until such defect is made good.
9. No addition to the number or candle-power or horse-power of lamps, motors, cooking and heating apparatus shall be made until reasonable notice shall have been given to the Council, through the Town Clerk, of such additions. If such notice is not given to the Council, as aforesaid, the customer's supply is liable to be suddenly cut off without notice.
10. Accounts will be rendered quarterly, and payment shall be made at the City Treasurer's Office, Town Hall, within twenty-one days after the delivery of the accounts. No receipt will be valid unless on the Council's stamped and official receipt form.
11. The register of the electricity meter fixed by the Council shall be *prima facie* evidence of the quantity of electricity consumed. If the accuracy of the meter be questioned, it shall be tested by the Council's officers or by an arbitrator agreed upon by the Council and the consumer. Should the test show that the meter registers incorrectly, the Council will pay the fee for the test. Should the meter register within two per cent. of the correct quantity, above or below, it shall be deemed to be correct, and the customer must pay the cost of the test. Before any test is made, the consumer applying for such test shall deposit with the City Treasurer the fee payable in respect thereof, which fee will be returned to the consumer without any reduction in the event of the meter registering incorrectly. Any inaccuracy will be charged or allowed on the current quarter only, and the account must be paid in full before the matter in dispute is tested.
12. The consumer shall give the Council's officers access to his or her premises at all reasonable times for the purpose of

inspection for reading the meter, etc. All such officers will be in uniform, will carry their inspection books and a written authority under the hand of the Town Clerk, which will be sealed with the Council's seal.

13. Consumers discontinuing the use of electricity must give forty-eight (48) hours' notice to the Town Clerk, so that the meter may be inspected and the account accurately charged, otherwise they will be held responsible for all electricity registered by the meter.
14. The Council reserves to itself the right to discontinue the supply of electricity at such times as they may desire, for the purpose of testing, etc.
15. The Council will not be responsible for any delay in connecting the consumer's installation with the supply mains, or for any failure in the supply.

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### ELECTRICITY SUPPLY UNDERTAKING—REGULATIONS FOR WIRING WORK.

The Council, on the recommendation of the Electric Lighting Committee, adopted the following regulations for wiring work in connection with the supply of electricity to private consumers :—

1. Electricity will be supplied at the following voltage :—  
Continuous currents, 240 volts and 480 volts.  
Alternating currents, having a periodicity of 50 complete cycles per second :—Single phase, 240 and 415 volts.  
Three phase, 415 volts.
2. A double pole main switch of approved construction must be supplied and fixed by the consumer in an accessible position, as near as possible to the Council's meter.
3. The necessary loops for the meter and maximum demand indicator connections must be provided by the consumer in the positions selected by the Council's officers. A shunt wire of 1-18 S.W.G. should also be provided for the meter connection.
4. All installations must be entirely completed before they will be connected with the supply mains. No work of a temporary nature will be allowed.
5. All work must be carried out in accordance with the rules issued by the Fire Underwriters' Association of New South Wales, and to the approval of the Council's Electrical Engineer.
6. All installations requiring more than twenty-five amperes may be required to be divided up into separate currents from the Council's meter or meters.
7. No switch except the main switch shall control more than ten amperes, except with the special permission of the Council's Electrical Engineer, and no single pole switch shall control more than 20 8-candle power lamps or their

equivalent. All single pole switches must be connected on that pole between which and the earth there is the greatest potential difference.

8. Each circuit shall be protected on each pole with a single cut-out, having a clear break of one and a-half ( $1\frac{1}{2}$ ) inches. Cut-outs should be of high voltage pattern ; those having unventilated covers are not approved. No double pole cut-outs are to be used. Cut-outs should all be placed on distribution boards of non-combustible material. Fuses must not be fixed in ceiling roses or wall plugs.
9. The insulation resistance of all wires shall not be less than 600 megohms per statute mile. The conductors of an installation should be so proportioned that the fall of potential between the Council's main fuse and the furthest lamp does not exceed four (volts) when all lamps are in use. Joints should be avoided as far as possible, and should be accessible.
10. All metal conduits in which insulated conductors are contained should be efficiently connected to the earth. The conductors of a circuit should not be placed in separate metal tubes or metal sheathings.
11. Fittings should be insulated from earth and from gas and water pipes ; wall plugs should be of the two-pin pattern. Key socket holders should be submitted for approval before being used. Combination gas and electric light fittings should not be used.
12. No exposed metal charged with electricity will be allowed, and adequate provision must be made to prevent the possibility of contact with charged metal.
13. After an installation is completed, the insulation resistance between conductors and between the conductors and earth will be tested with 500 volts, and shall not be less than 50 megohms, divided by the number of lamps connected.
14. All outside work to arc lamps should be additionally protected to withstand weather and rough usage. Metal tubes and sheathings used for the protection and conveyance of conductors to external lamps or other electrical apparatus should be efficiently connected to the earth.
15. The starting and switching arrangements for arc lamps and motors must be so designed as to prevent all perceptible disturbances and flicker of glow lamps connected to the Council's mains in the neighbourhood.
16. Heating and cooking apparatus and resistance coils should be placed at least eighteen (18) inches clear of woodwork and inflammable material.
17. Customers are recommended to employ firms and workmen of good repute, or to obtain the services of an expert to advise them as to the best and cheapest method of wiring their premises and to supervise the work during its execution.

18. There are few trades in which prices are "cut" more than in the wiring business, and in which there are fewer safeguards against the practices of the incompetent. It is imprudent to accept a "cut" price without expert advice and supervision of the work during its execution.

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### ELECTRICITY SUPPLY UNDERTAKING—PRE-PAYMENT METERS.

The success which attended the introduction of penny-in-the-slot pre-payment meters by gas companies has prompted the Electric Lighting Committee of the Hackney Borough Council to make arrangements for a supply of electricity for lighting purposes under similar conditions. The Committee is prepared to undertake to install shilling-in-the-slot pre-payment meters free of charge to any present or prospective consumer whose installation does not exceed 80 eight-candle power lamps. The charge for the electricity used through these meters is at the rate of 4½d. per unit, which sum includes the rent of the meter. The meters have been subjected to careful tests in the testing-room at the electricity works, and the results have been most satisfactory. The pre-payment device is worked by a shilling, which in falling down the sheet inserts a switch and connects the supply. The meter will hold five shillings, and this is an advantage, as it makes frequent visits to the meter unnecessary. A recording dial is attached to the meter from which the amount of electricity used can be readily ascertained. Ealing is also adopting a similar system.

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### ELECTRICITY SUPPLY UNDERTAKING—STAFF.

It will be necessary for the Electric Lighting Committee to take into consideration at an early date the appointment of the Official Staff, professional, mechanical, and clerical, to properly work the Electricity Supply undertaking of the City Council. Having had numerous conferences with the Resident Electrical Engineer on the subject, the remarks and observations contained herein, except where specially mentioned, on the organisation and general administration of that service, may be accepted as embodying the views of the Resident Electrical Engineer and myself.

It is scarcely necessary, in reporting to the City Council—a body of professional and commercial men—to emphasise the fact that in order to make a success of any business it is imperatively necessary to possess good control and efficient organisation. This may, therefore, be taken for granted, and as being outside the pale of argument. Before, however, dealing with the precise character of the individual staff required in the department, and the nature of the duties proposed to be allocated to each individual to be appointed, a few remarks on general management and administration will perhaps not be amiss at this juncture, and will serve as a general outline of the subject as viewed by the Resident Electrical Engineer, whose opinions and experience thereon must command a certain amount of respect and support, and are consequently entitled to favourable consideration.



It will be generally acknowledged that in all large and successful commercial undertakings it is customary for the business arrangements to be in the hands of one individual—the manager. This manager is responsible to his board of directors, when the business is a company concern, and to their close scrutiny and strict investigation his action, his policy, direct and indirect, pronounced and implied, and consequent results of his management, are always open ; but so long as he retains the confidence of his directors he is practically absolute manager, not only in his general control of the staff, but of the business undertaking generally. With dual or divided control, such as most usually obtains in Government service, it has ever been difficult to locate and fix the actual responsibility for failures or apparent failures, or on the other hand to obtain the desired end—highest efficiency of administration combined with economical management.

Following out this general principle, it has been customary in well regulated municipalities in England—both the Resident Electrical Engineer and myself can furnish numerous examples within our own personal knowledge if desired—to make the Chief Engineer of Municipal Electricity Supply undertakings the manager also. As instances I may here mention the municipalities of Bath, Battersea, Bermondsey, Birkenhead, Birmingham, Blackburn, Blackpool, Bolton, Bootle, Bradford, Burnley, Cardiff, Chester, Croydon, Edinburgh, Fulham, Glasgow, Halifax, Hammersmith, Hampstead, Hull, Liverpool, Manchester, Nottingham, Plymouth, St. Pancras, Salford, Shoreditch, Sunderland, Warrington, West Ham, Wigan, Wolverhampton, Woolwich, etc., etc. Under the Chief Engineer, acting in his professional advisory capacity, and also in the capacity of manager, and subject to his authority in all respects, is a competent staff of electricians, mechanics, clerks, etc., engaged in the production and distribution of electricity. In this connection it will be for the Committee to consider, with a view to submitting a recommendation to the Council as to the nature of the powers and authority, if any, to be vested in the City Electrical Engineer, and what limitations and restrictions, if any, the delegation of authority shall be subject to as regards the appointment, suspension and dismissal of staff and employees generally, and purposes cognate thereto.

Personally I incline to the regulation which is now in operation as regards the general staff, and which, notwithstanding the worry and work and consequent responsibility which it entails, gives general satisfaction :

1. That all appointments carrying a salary of £156 per annum and upwards should be treated and recognised as staff appointments, and that such appointments should be made by the Council on the recommendation of the Committee charged with the control and administration of the Electricity Supply Department, subject to such regulations and conditions as may from time to time according to circumstances be imposed.
2. That all suspensions for dereliction of duty or other sufficient cause should, on the written report of the City Electrical Engineer, be dealt with by the Town Clerk as administrative head of the service, and to whom any suspended employee should have the right of appeal, and that any suspension authorised by the Town Clerk should be reported to the Council at the next following meeting.

3. That all dismissals from the service for reasons satisfactory to the Council in all cases of appointment carrying a salary of £156 per annum and upwards should be dealt with by the Council upon a report by the Town Clerk after due investigation into the merits of each case.
4. That all dismissals from the service in all cases of appointments carrying a salary under £156 per annum should, on the report of the City Electrical Engineer, be dealt with by the Town Clerk as the administrative head of the service, and to whom any employee should have the right to appeal, and that any dismissal authorised by the Town Clerk should be reported to the Council at the next following meeting.

With regard to the business appurtenant to the undertaking, this may, as the Resident Electrical Engineer very properly points out, be most conveniently divided under three distinct heads as follows :—

1. Purchase and control of stores and materials.
2. The production and distribution of electricity.
3. The collection and payment of accounts.

The items 1 and 2 may be expeditiously and satisfactorily disposed of, and in a manner most economical and efficient as regards the undertaking. The Superintendent of Corporation Assets has a well equipped and well organised clerical and administrative service dealing with the purchase and distribution of stores and materials. This department, under the direct control of the Town Clerk, who personally authorises and signs all requisitions, and subject to the directions of the several administrative Committees of the Council, obtains tenders for goods and materials when necessary, negotiates with dealers where tenders are not invited in cases of emergency, and efficiently checks stores delivered, distributed, and consumed in a methodical manner most satisfactory to the Council's General Auditor and to the Government Auditors, and repeatedly commended by them. The Electricity Supply Department only needs to be satisfied as to quality, reasonableness as to price in relation to market value and delivery, and as the officer primarily responsible for the organisation of the Stores Department on its present basis, I am glad to find that the Resident Electrical Engineer has volunteered his opinion that the fact that the materials are purchased by one department and used by another introduces a certain amount of necessary check, which in practice has been found not only distinctly advantageous, but absolutely indispensable. It is customary for the Superintendent of Corporation Assets, with my cognisance and approval, to call for an explanation if he considers unreasonable quantities of material are being used in any department, and the facts are duly brought to my knowledge and such action taken as the circumstances warrant, whilst on the other hand it would be quite within the province of the City Electrical Engineer to complain if he is of opinion that excessive prices are being paid or the proper quality is not being obtained. On this point, therefore, i.e., the purchase of stores and materials, the Resident Electrical Engineer and myself are agreed that instead of creating a new sub-department at a greatly increased expenditure, the system now applicable to the existing departments of the Corporation service should be made applicable to the Electricity Supply Department, and that this department should be brought into line with other departments, and when the proper time arrives we propose to recommend accordingly.

As regards any additional staff required in the Stores Department, it will be necessary to provide a junior storekeeper to take charge under direction of the Storeskeeper at the Power Station. The Resident Electrical Engineer in the first instance did not think this would be necessary, as he considered that the City Electrical Engineer should have free access to the stores at all times without hindrance, reporting from time to time as may be required. To this view I entertained the strongest possible objection, and every word used in my annual report for 1902 in relation to the control of stores and materials is equally applicable in this case, and I cannot recommend any departure from the system then advocated and adopted. The City Electrical Engineer must, under reasonable conditions as regards facilities being afforded for the rapid distribution of stores as required, be subject to the same control and independent check as any other officer of the Council, and stores of all kinds can only be distributed under a proper system of regulation by an entirely independent department. Indeed, after the repeated observations made by the Government Auditors during the progress of the half-yearly audits before and since the adoption of the system now in operation, I am quite satisfied that any suggested reversion to the former objectionable practice whereby each head of a department personally controlled the receipt and distribution of stores for his own particular department without any check or control would receive the strongest condemnation at their hands. If the City Electrical Engineer is permitted to distribute the stores of the Electricity Supply Department without any independent check, then to be consistent the Council must necessarily immediately revert to the old objectionable practice which was characterised by chaos, confusion, and a certain tendency to indirect corruption. In connection with the appointment of a Junior Storeskeeper to be in charge of the stores at the Power House, the Resident Electrical Engineer concurs in full reconsideration of the matter with my view, that such an officer should be appointed, and in this matter a recommendation will in due course be submitted to the Electric Lighting Committee for consideration.

In relation to item 3, the collection and payment and keeping of accounts can undoubtedly be most economically and efficiently carried out by the trained officers in the City Treasurer's Department, but, as the Resident Electrical Engineer justly observes, a certain amount of detailed book-keeping of another character for management purposes is also necessary in the Electricity Supply Department itself. It is customary now in many business concerns, and more particularly in the electricity supply business both in municipal and private undertakings, to keep a daily check on working expenditure and revenue and progress, or the reverse, by a system of curves. The staff required to work the undertaking take frequent readings of the fuel, oil, water, etc., consumed, the fluctuation of demand, the quantity of electricity produced, the quantity sent out from each sub-station, and these readings are plotted as curves, which easily indicate at a glance any leakage or irregularity of working due to carelessness, waste, inefficiency, overloading, etc. Curves of a similar kind are also kept to indicate the progressive growth and extension of business, the daily, weekly, monthly, and yearly growth and variation of demand, etc.

By means of these curves and records and by the use of certain ascertained factors to allow for losses in distribution, it is comparatively easy to keep the general progress and financial condition of the undertaking under constant and regular review, supervision and control,



thus securing economical administration, which could not otherwise be satisfactorily obtained. Irregularities which would otherwise lead to heavy losses can be immediately detected and remedied before serious damage has been done. In a short time after commencing to keep these records the revenue at the end of a given period can be foretold with remarkable accuracy, as also the time when the business will reach paying dimensions, etc.

Consequently, to this extent, it is necessary for the Electricity Supply Department to keep detailed accounts of this character. It is not, as some may assume, sufficient for the department to know how the position is month by month; it must be known with certainty and exactitude week by week, and in certain matters day by day, so that any apparent irregularity may be remedied immediately, otherwise alarming leakage may ensue, to the serious detriment of the undertaking. Knowing from personal experience the distinct advantages which have accrued from the adoption of this excellent system, which by the way is heartily approved by the Board of Trade in England, I concur with the Resident Electrical Engineer that the City Treasurer's Department cannot keep or be expected to keep complicated records of this nature, and as a matter of fact it does not come within the province of that department to do so, the working being largely technical.

The reading of the meters and possibly the working out of accounts can also be conveniently carried out in the first instance by the staff under the direct control of the City Electrical Engineer, subject to such tests and check and certificates as to accuracy as the Town Clerk and General Auditor might from time to time require; but the sending out and collection of accounts and the keeping of the usual books of account of receipts and expenditure for official purposes are matters which affect the City Treasurer and his department absolutely, and no interference therein direct or indirect can be permitted or recognised. The Electricity Supply Department must through the City Electrical Engineer's Staff read meters for the keeping of necessary records, as also to ascertain from time to time where meters require repair or attention; and it will therefore be more convenient and thereby avoid overlapping or duplication of work, which must be strictly guarded against, especially in a business concern, that the meter readers to be hereafter appointed should be under the direct control of the City Electrical Engineer, and I am prepared to make this recommendation accordingly at the proper time.

On the general question of staff to be allocated to the department, I have conferred with the City Treasurer with particular regard to any increase in his departmental staff, which the advent of the supply of electric light and power might in ordinary course entail. Under the provisions of the Electric Lighting Act it is obligatory upon the Council to keep a separate account of all matters appertaining to the undertaking, which will involve the provision of additional staff to cope with the increased work. The City Treasurer considers, and I concur in his conclusions, that it will be wiser to work with the existing staff and to wait until the exigencies of the service develop themselves, rather than make additions to the accountancy staff before such additions are really necessary. He is of opinion that until the demand for electricity by an increased body of consumers fully justifies the appointment of additional staff in his department, he will be able to satisfactorily carry on the accountancy



and book-keeping during the preliminary stages necessary without any immediate increase, which is a matter for congratulation at the present time.

Of course, as the service extends and the number of consumers increases, it will follow that ledger-keepers may have to be appointed to cope with increased business, with the City divided into regular districts, each ledger-keeper being responsible for a certain number of accounts. This, however, is anticipation, whereas it is sufficient for the present to be assured that no additional accountancy staff is necessary at the outset.

The books of account to be kept by the City Treasurer's Department have all been carefully drafted and approved on the model of the Brighton Corporation accounts, and will be ready for use immediately the supply commences. The system of book-keeping adopted is, generally speaking, in conformity with the Board of Trade regulations adapted to local requirements and conditions as a business concern, and has been based on English practice and precedent in order that comparisons as to results and working may be made with greater facility and expedition. It is also my intention to follow English custom and submit a detailed return from time to time in accordance with the forms used in England, giving the following particulars :—

#### QUANTITIES.

- Units generated.
- Units sold (total).
- Units sold to consumers.
- Units sold for public lighting, etc.
- Units sold for traction.
- Units used on works.
- Units sold per mean eight-candle power capacity.
- Actual maximum supply demanded.
- Load factor.
- Number of public lamps supplied.
- Number of consumers supplied.
- Connections to mains in eight-candle power lamps at end of year.
- Capacity of plants in kilowatts at end of year.

#### CAPITAL.

- Authorised loan.
- Received loan.
- Authorised but not yet received loan.
- Sinking Fund.
- Depreciation Fund.
- Expended (total).
- Expended on :—
  - Lands and Buildings.
  - Plant.
  - Mains.
  - Miscellaneous.
  - Balance and Capital Account.

#### REVENUE.

- Total.
- Revenue from Supply.
- Revenue from Meters, etc.
- Revenue from Public Lighting.
- Revenue from Supply for Traction.
- Revenue from Miscellaneous Sources.

## EXPENDITURE OUT OF REVENUE.

Total Costs.  
 Total Works Cost.  
 Generation of Electricity.  
 Fuel (including cartage, etc.).  
 Oil, Waste, Water, Stores.  
 Wages at Station.  
 Repairs and Maintenance at Station.  
 Wages at Sub-stations.  
 Repairs and Maintenance at Sub-stations.  
 Distribution of Electricity.  
 Wages.  
 Repairs, Renewal of Mains, etc.  
 Public Lighting.  
 Attendance.  
 Renewals.  
 Management and Property Charges.  
 Nett Rents.  
 Rates and Taxes.  
 Management :—  
     Salaries.  
     Stationery, etc.  
     Establishment Charges.  
     Law Charges.

## FINANCIAL RESULTS.

Working profit for the year and percentage to mean capital expended.  
 Sum carried to Depreciation Fund.  
 Sum carried to Reserve Fund.  
 Nett interest on Loans.  
 Nett profit for the year.  
 Percentage of total costs of revenue.  
 Expenditure per mean kilowatt capacity.  
 Revenue per mean kilowatt capacity.  
 Revenue per eight-candle power lamp connected mean.  
 Price charged for lighting per unit.  
 Price charged for power per unit.  
 Price charged for public lighting.  
 Receipts per unit for private supply.  
 Receipts per unit for public lighting.  
 Receipts per unit for traction.  
 Receipts per unit for current for all uses.

In all English Municipal Electricity Supply undertakings the details are invariably presented in the foregoing form, and the adoption of the standard regulation form enables comparisons to be made with facility.

With regard to the production and distribution of electricity, this is a matter which lies entirely within the province of the Electricity Supply Department, administrative details being undertaken by the Town Clerk, to whom, in accordance with the regulations already framed by the Committee and approved by the Council, all official communications must be addressed, and who will issue the necessary instructions to the departmental officers.

The staff which the Resident Electrical Engineer considers necessary to meet the requirements at the commencement is as follows :—

City Electrical Engineer as Chief Engineer.  
 Chief Assistant Engineer.  
 Two Senior Assistant Engineers.  
 Two Junior Assistant Engineers.  
 Four Engine Drivers.  
 Four Switchboard Attendants.  
 Three Stokers.  
 Three Engine-room Improvers.  
 Three Trimmers.  
 Six Sub-station Attendants.  
 One Mains Foreman.  
 One Meter Electrician.  
 Two Meter Readers.  
 Six Lamp Trimmers.  
 One Lamp Lighter.  
 One Shorthand Writer and Typist.  
 One Storeskeeper.  
 Five Apprentices.  
 One Labourer.

This makes a total of forty-eight in number, the whole of whom, with the exception of the Storeskeeper, it is recommended should be placed under the direct immediate control of the City Electrical Engineer as head of the department, subject to the customary conditions of the service.

The following observations of the Resident Electrical Engineer are intended to define the proposed duties appertaining to each member of the service :—

It may be stated in general terms that in the Generating Department it will, of course, be necessary to work in three shifts of eight hours each, and three distinct sets of employees must necessarily be engaged in this branch. With the object of giving every man in the service one day in seven to himself, and also having in view the requisite provision for emergencies caused by ill-health, accident, suspension or dismissal, and to qualify employees as far as possible for higher positions in the service, it has been thought desirable that the duties of the employees should to some extent overlap. The apprentices suggested may with advantage be attached to the service and trained to occupy responsible positions.

The City Electrical Engineer as Chief Engineer would control and manage the department, and through him, subject to the restriction as to the Town Clerk being the administrative head of the Municipal Service and to such regulations as might from time to time be imposed, all the business of the department relating to the production and distribution of electricity would be transacted. In my opinion the person appointed to the position must be required, as in the case of the Town Clerk, to devote his whole time to the service of the Council, and must be competent to take full charge of the Electricity Supply Department and all electrical equipment and apparatus appertaining thereto, and he should be competent to advise the Council as to all additions and extensions to the electrical installation, and when and as required to prepare necessary specifications, drawings, etc. (not being architectural work), and to supervise and carry out such additions and extensions as the Council may decide upon, and generally to undertake any engineering and technical work in relation to the department which the Council may require of him.

The Chief Assistant Engineer will be required to take control of the department during the absence of the Chief Engineer, and should therefore be a man of good experience with a thorough training in mechanical and electrical engineering, practical as well as theoretical. The experience should be not only in electrical, but also, if at all possible, in Municipal Electrical work. It would form part of the duties devolving upon him ordinarily to exercise a general supervision similar to that of the Chief Engineer, but he would be required to pay more particular attention to matters of detail affecting the connecting of new customers, the extension of mains, the periodical and systematic examination of sub-stations and machinery, the investigation of complaints from customers, etc.

The two Senior and two Junior Assistant Engineers will each be required to take an eight-hour watch at the Power House, during which time they would be in entire charge of the Power House and be responsible for its proper management. They would exercise general supervision of the working of the machinery and take observations, and make records to see that electricity was being produced economically, and that the machinery was maintained in good working order.

The four Switchboard Attendants need be little more than youths, say twenty or twenty-one years of age, because their duties will principally be the registration of voltage and the maintenance of correct pressure. Each Switchboard Attendant will be required to work during six eight-hour shifts, and in rotation one of them will be required to take three eight-hour shifts in one of the Sub-stations, thus relieving three of the Sub-station attendants for one day in the week.

The three Stokers and the three Trimmers will be required for the Boiler House, and the four Engine Drivers and the three Engine-room Improvers for the Engine-room. The fourth Engine Driver will act as a relief man, having three shifts in the Engine-room and three shifts in the Boiler House, relieving stokers. It is anticipated by the Resident Electrical Engineer that the three Coal Trimmers will be sufficient at all events to commence with, and they can be at work for six days in the week only, as also the three Engine-room Improvers.

Three of the five apprentices recommended as part of the staff will be attached to this branch of the department.

As regards repairs to engines, cleansing of boilers, etc., these may, in the opinion of the Resident Electrical Engineer, at the commencement be left in the hands of the Chief Mechanical Engineer to the City Council, no fitters in the ordinary sense being at present required. Such repairs would, however, be required to be carried out to the satisfaction of the City Electrical Engineer, and when engaged in any work connected with the Electricity Supply Department the Chief Mechanical Engineer would form part of the staff under the control of the City Electrical Engineer, and take his instructions from that officer, and a proportionate part of his salary to be determined upon will, as a matter of course, be charged to the Electricity Supply Department. Besides the Electricity Supply plant there still remain the Fish Market refrigerator machinery, the various pumps, steam road rollers, and destructor engines, and the Chief Mechanical Engineer will still be responsible for the mechanical maintenance of the ordinary plant of the Council.

In addition to the employees engaged in the Power House in the generating branch, a staff will be required in connection with the distribution of electricity.



Six Sub-station Attendants will be required, each of which will work six eight-hour shifts during the week, the reliefs being taken up by the Fourth Assistant Engineer and the Fourth Switchboard Attendant as previously mentioned. One of the Sub-station Attendants will be required to be in constant attendance at the Town Hall Sub-station and one at the Lang Park Sub-station, but at all the other Sub-stations no attendants will be necessary, although the plant will, as a matter of course, be subject to daily inspection.

In the mains branch of the department the men engaged will be constantly employed testing the wiring of new installations, making house connections, and executing repairs, where necessary. This class of work, it is intended, should be done under the direct supervision of the Chief Assistant Engineer, and there will be required for the purpose a mains foreman, an apprentice and one labourer. If on any occasion an extension of mains has to be carried out it will be necessary to engage additional day labour for temporary special purposes in the ordinary manner, and this can be done without any difficulty being experienced.

In connection with the service for public lamps, six arc lamp trimmers will be required, one of whom will be a foreman, who will also act as directed as a relief to the others, and one additional man will be required to switch on the arc lamps and switch them off, and generally to act according to instructions.

The meter branch will require one man to test and erect meters and to test arc lamps which may be out of adjustment, adequate facilities for testing being provided at the Power House. Two meter readers and one apprentice will also be attached to this branch of the department.

As regards the clerical staff, one shorthand clerk and typist will be required to carry on the correspondence inter-departmentally, and file papers and register documents not controlled by the Town Clerk appertaining to the department controlled by the City Electrical Engineer. The general correspondence and all clerical arrangements connected with agreements with consumers, etc., will be carried out by the Town Clerk's Department. Here again in the Town Clerk's Department it will not be necessary at the outset to provide any additional clerical assistance. Should a rapid development in customers take place the provision of an additional junior clerk or female typist will, it is believed, meet all requirements unless that development is of a phenomenal character. It may also be necessary to appoint a timekeeper very soon after the initial stages.

[61]

For book-keeping and accountancy purposes it is proposed that the staff should be allocated as follows :—

#### MANAGEMENT.

One Chief Engineer.  
One Chief Assistant Engineer.  
One Clerk.

#### GENERATION.

Four Assistant Engineers.  
Four Switchboard Attendants.  
Four Engine Drivers.  
Three Stokers.  
Three Engine-room Improvers.  
Three Trimmers.  
Three Apprentices.

## DISTRIBUTION.

Six Sub-station Attendants.  
 One Mains Foreman.  
 One Apprentice.  
 One Labourer.

## METER SERVICE.

One Electrician.  
 Town Meter Readers.  
 One Apprentice.

## PUBLIC LIGHTING.

Six Arc Lamp Trimmers.  
 One Arc Lamp Lighter.

## MISCELLANEOUS.

One Storeskeeper.

The question of the salaries and wages to be paid to the staff and employees generally on the inception of a new department, which must be conducted on business lines with special regard to profit and loss, is one of much importance and naturally requires very careful consideration. With the object of obtaining the fullest information for the guidance of the Committee and to keep in line with the employers of somewhat similar labour, the Resident Electrical Engineer has had interviews with the Under-Secretary for Public Works, the Electrical Engineer to the Government Tramways Department, and the Assistant Engineer of the Harbour Trust, and I communicated with the Town Clerk of Melbourne and the Secretary of the Trades Hall, making enquiries with regard to the rate of wages paid to engine drivers, fitters, greasers and trimmers.

A schedule is attached hereto setting out the number of officers and men to be employed in managing and working the undertaking, with the salaries and wages as recommended by the Resident Electrical Engineer.

In a report submitted by the Resident Electrical Engineer last year it will be remembered he then quoted £900 per annum as the salary which he considered should be paid to the City Electrical Engineer. On full consideration he admits that it is doubtless possible to obtain the services of an engineer for less money, but he considers that any attempt to do so is likely to be attended with considerable additional expense in other directions which will more than compensate for the saving, and he therefore adheres to the opinion previously expressed. Furthermore, the Resident Electrical Engineer states that he very much doubts whether an Australian engineer can be obtained possessing sufficient experience to undertake the management of the Electricity Supply Department satisfactorily. In support of this contention he states that engineers who are capable of doing so can obtain very nearly if not the same salaries in England, and they possess the additional advantage that they are in close contact with every development of electrical business, and their prospects of advancement are much better.

I have no wish to depreciate the monetary value of any position under the Council, responsible or otherwise : the labourer is worthy of his hire. On the contrary, as a public officer myself I recognise that responsibility must be paid for in equal ratio with efficiency, qualifications and ability, and if a public body expects good, solid, unselfish service, and invests a public officer with responsibility in the conduct and management of an undertaking of a speculative business character, a salary commensurate with that responsibility and anticipated service must necessarily be paid.

In disagreeing with my colleague as to the salary to be paid to the City Electrical Engineer on the commencement of the undertaking as a working concern, any observations I may make with regard thereto must be regarded as in relation to the principle and the conditions prevailing and not in the slightest degree in disparagement of the services, ability, or position of the Resident Electrical Engineer, for whose qualifications and efficiency in the discharge of the difficult and onerous duties connected with the constructional work now in progress I entertain the highest regard. In my opinion, £700 or £750 would be a perfectly fair and reasonable salary for the City Electrical Engineer at the commencement. It must be remembered that the Electricity Supply undertaking is just being commenced as a business concern, and while there is every reason to anticipate success attending that undertaking, the maximum salary should not, I consider, be paid in the first instance. If £700 or £750 per annum is fixed as a commencing salary for the Chief Engineer, then at a subsequent period, with the undertaking removed from the experimental stage, and the gradual development of business and influx of consumers justifying an increase in salary, I have no doubt a suggested increase would be favourably entertained by the Committee and the Council. It goes without saying that increased duties and increased responsibilities justify a proportionate increase in salary in all departments of the Corporation service, and the Council has not been slow to recognise the fact hitherto, and when increase in custom, increase in consumption of electricity, and a consequent increase in business and in revenue takes place, the salary payable to the City Electrical Engineer might very fairly be reconsidered. Under ordinary conditions, in the light of English custom and experience, I consider that a commencing salary of £600 per annum would meet the conditions in regard to an entirely new appointment, but existing circumstances must be taken into consideration before embarking upon this step. At the present time the Council has in its service during constructional work a Resident Electrical Engineer possessing the entire confidence of Messrs. Preece and Cardew, the Council's Consulting Engineers, and who are primarily responsible for the scheme. The whole of the preliminary work and the constructional work and laying of cables and mains generally has been carried out under his close personal supervision, and by this means the Resident Electrical Engineer possesses a certain amount of local knowledge acquired during constructional work which cannot fail to be of some advantage and value to the Council in the general working of the undertaking. The Resident Electrical Engineer being on the spot, there would be no allowance to make for travelling expenses. Should the Council, however, decide to throw the appointment open to competition and to invite applications from England, then in such case I think the salary now paid to the Resident Electrical Engineer, £600 per annum, is a fair salary for the gentleman appointed to commence with. In this event there would no doubt be some allowance made as in parallel cases for travelling and incidental expenses, which would practically bring the amount to £700 or £750 for the first year of service.

In making a recommendation that the salary of the City Electrical Engineer should commence at £700 or £750 per annum, it should be clearly understood that this is done on the assumption that the Council may be inclined to appoint the Resident Electrical Engineer to the position should he be willing to accept the appointment, and for the reasons just stated.

In support of my view that a salary of £600 to commence with in the case of a new appointment would meet the requirements of the case I have

the honour to submit the following particulars with regard to what obtains in certain selected towns in England and Scotland, and with the whole of which I am fairly well acquainted :—

	Capital Expenditure.	Population.	Rateable Value.	Acreage.	Dwelling Houses.	Electrical Engineer's Salary.
	£		£			£
Birmingham ..	588,233	522,204	2,785,314	12,639	111,504	1,000
Bolton ..	207,482	168,215	767,362	15,283	39,289	650
Bradford ..	429,768	279,767	1,484,631	22,879	68,126	600
Brighton ..	463,674	123,478	846,003	2,536	24,104	600
Croydon ..	231,343	133,895	979,820	9,014	26,136	425
Halifax ..	212,579	104,936	483,398	13,634	26,584	400
Hull ..	252,546	240,739	1,044,028	8,989	57,333	600
Liverpool ..	1,336,709	684,958	4,305,767	14,912	138,748	1,800
Manchester ..	1,713,627	543,872	3,532,321	13,654	112,958	900
Nottingham ..	374,479	239,743	1,149,912	10,935	55,790	850
Salford ..	490,961	220,957	996,263	5,202	45,427	700
Sunderland ..	225,997	146,077	612,271	3,739	23,047	1,000
Sydney ..	210,000	112,137	2,062,600	2,718	21,604	—

For comparative purposes Brighton may be selected as being the nearest to Sydney as regards acreage and population. The Electricity Supply Works have been in operation since 1891; there are 3,754 consumers, and 238,667 eight-candle power lamps are supplied. The total number of units supplied last year was 6,904,521, the total receipts amounting to £75,786, and after payment of working expenses, £40,602, interest and special charges, £12,683, and repayment charges, £14,516, there remained a surplus on the year's transactions to the credit of the undertaking of £7,985. In this case, it will be observed that the salary of the Electrical Engineer is £600 per annum. The City Electrical Engineer of Melbourne is in receipt of a salary of £750 per annum, and the Melbourne installation has been in operation for some years, whilst the Chief Engineer of New South Wales Government Tramways is in receipt of a salary of £800 a year, according to the most recently published blue-book.

It must be acknowledged that there is some little force in the contention which may be advanced that the conditions of living here in Australia, attributable to the tariff charges, higher rents and other causes, are different to those obtaining in England and Scotland, and on this ground some allowance must at first sight be made when making comparisons in salaries; but on the other hand there are undoubtedly many compensating advantages which, in my opinion, tend to almost, though I acknowledge not quite, equalise matters. There is no inhabited house duty of ninepence in the pound on the rental value, there is no irritating education rate to induce passive resistance, there is no exasperating poor rate, there is no country rate, there is no special police rate, and local taxation generally is of a character which does not invite hostile criticism or complaint if the product is properly expended and applied. True, there is a moderate and reasonable income tax, but there is not an income tax of one shilling in the pound. On the whole, therefore, whilst acknowledging an excess in some things, I am not disposed to make unfavourable comparisons with local conditions as compared with those in England and Scotland, when local circumstances are taken into careful consideration.

For the reasons already stated, therefore, I recommend :

1. That in the event of the Council being inclined to confer the appointment of City Electrical Engineer upon the Resident Electrical Engineer, the salary be fixed at £700 or £750 per



annum, subject to reconsideration with a view to an increase at such time as the Council may consider desirable in the event of the development and financial results of the undertaking, in the opinion of the Council, justifying such increase.

2. That in the event of the Council deciding to throw the appointment open to competition and to invite applications from England, then in such case the salary be fixed at £600 per annum, subject to reconsideration with a view to an increase at such time as the Council may consider desirable in the event of the development and financial results of the undertaking, in the opinion of the Council, justifying such increase ; the Council to make the customary allowance for travelling expenses should it be necessary to import an Electrical Engineer.

In the matter of the Chief Assistant Engineer, the Resident Electrical Engineer states that in his opinion it is doubtful if an Australian engineer of sufficient practical experience can be obtained to occupy the position satisfactorily. It must be remembered that the Council cannot afford to experiment in connection with responsible appointments of this character ; and whilst every consideration should be given to the claims of local as distinguished from outside applicants, and all other things being equal, they are entitled to and should receive the preference, it cannot be denied that the sphere of selection would be materially widened and the prospect of obtaining experienced municipal electrical engineers largely increased if the competition is unrestricted. Only a short time ago the City Council of Melbourne found it necessary to import an engineer to occupy the position of Chief Assistant Engineer, and the Resident Electrical Engineer is of opinion that the City Council of Sydney is not likely to find the task of obtaining a suitable applicant possessing the requisite qualifications and experience any easier. Again, time is an important factor in connection with this appointment. With regard to the salary named by the Resident Electrical Engineer, viz., £450 per annum, I am of opinion that this salary is excessive to commence with. When the Melbourne City Council advertised for a Chief Assistant Electrical Engineer last year, the commencing salary was fixed at the rate of £300 per annum, rising by annual increments of £25 to £450 maximum, and this arrangement is now in operation, and I believe gives satisfaction. I am therefore obliged to dissent from my colleague on this point, as I can find no precedent for such a salary at the outset to the Chief Assistant Electrical Engineer, but recognising the responsibilities of the appointment I am prepared to recommend a salary of £350 per annum.

The assistant engineers should be smart, alert young men with good technical knowledge and workshop training, but in all probability possessing comparatively no experience in running an extensive and important installation like that of the City Council. These young men will undoubtedly come to the City Council to acquire experience in Municipal Electrical Supply.

At the present time the Council has two junior assistant engineers in the service, both of whom have been engaged for some months past in constructional work under the direction of the Resident Electrical Engineer, and they have both justified the expectations which were formed at the time of the appointment. They each possess a certain amount of valuable local knowledge which cannot fail to be of service hereafter,

and the Resident Electrical Engineer and myself recommend that they should be appointed to the positions of first and second senior assistant engineers.

Mr. Hall was appointed at a salary of £200 per annum, and this salary, it is recommended, should be continued until 31st December, 1905, and from 1st January, 1906, to 31st December, 1907, the salary to be £225 per annum, and from 1st January, 1908, £250 per annum, which salary, it is intended to recommend, should be fixed as a maximum for the position of first senior assistant engineer.

Mr. Just was appointed at a salary of £175 per annum, and this salary, it is recommended, should be continued until 31st December, 1905, and from 1st January, 1906, to 31st December, 1907, the salary to be £200 per annum, and from 1st January, 1908, £225 per annum, which salary, it is intended to recommend, should be fixed as a maximum for the position of second senior assistant engineer.

With regard to the two junior assistant engineers to be appointed, it is intended to recommend that the salary to be attached to each position commence at £150 per annum, rising to £162 10s. on 1st January, 1906, and to £175 on 1st January, 1908, such sum to be the maximum salary for each of the junior appointments. It will be remembered that when making the first appointment three candidates of almost equal merit and ability and possessing excellent qualifications were submitted for consideration, when the Committee expressed the view that as vacancies arose it would be desirable to secure the services of the three applicants. Two out of the three have already been appointed, both senior in age to the remaining selected candidate, Mr. George Wigram Stewart, who is twenty-two years of age ; Mr. Just being twenty-five and Mr. Vine Hall twenty-six. The following is a synopsis of the experience and qualifications of Mr. Stewart :—General education : upwards of two years at Auckland Grammar School, eighteen months at Ashfield Boys' College, and one year and eight months at Channel View School, Somersetshire, England ; and technical education at Finsbury Technical College for two years in the undermentioned subjects : Electrical technology, chemical analysis, mechanical drawing, mechanics, physics, and electrical testing, gaining a college certificate for electrical engineering, with the excellent percentage of 99 for electrical testing. For four months in 1901, Mr. Stewart, after being engaged at switchboard work, was transferred to the drawing office and sub-stations as assistant electrical draughtsman under the Glasgow Corporation Traction Department, the reason for leaving being to enable him to return to Australia. From February, 1902, he has been engaged under Messrs. Edge & Edge, Sydney, in drawing and overseeing work as assistant electrical engineer. Mr. Stewart also occupied a position under Messrs. Stott and Hoare as instructor in electrical engineering. His knowledge of testing was acquired in the laboratory. He possesses a good knowledge of the galvanometer and testing instruments generally, and has had some experience in testing cables and repairing faults.

The references as to character are Messrs. J. Davis, Under-Secretary Public Works ; J. Pridham, Civil Engineer, Public Works ; and S. M. Green, architect, Sydney. The references as to qualifications are Professor Silvanus P. Thompson, F.R.S., Principal and Professor of Physics, one of the greatest electrical experts of the day, Technical College,

Finsbury, London ; Mr. M. B. Field, electrical engineer, and Mr. J. Young, manager Tramways Department, Glasgow Corporation ; and Messrs. Edge and Edge, Pitt Street, Sydney.

Should the Committee consider it desirable to consider the desirability of making the appointment from the thirty-six applications previously received in response to public advertisement, the Resident Electrical Engineer and myself are prepared to concur in recommending Mr. George Wigram Stewart for the position of first junior assistant engineer.

With reference to the second junior assistant engineer, it is intended to suggest that authority be given to re-advertise in the event of none of the other applicants after interview and examination being found suitable for the position.

In connection with the six sub-station attendants who will be required, there are two very capable men at present employed by the City Council in the Town Hall Electric Light Station, and who have hitherto given every satisfaction in the discharge of their duty. Assuming that the Council is desirous of retaining the services of competent workmen, it is intended to recommend that J. Donovan and F. Stevenson be appointed as the two senior sub-station attendants at their present salaries of £169 and £156 respectively, which for the positions may be regarded as the maximum amounts payable, but subject to revision should any vacancy hereafter arise.

The two principal sub-stations are situated at the Town Hall and Lang Park respectively, and it is intended to recommend that J. Donovan be appointed to take charge of the former, and F. Stevenson to take charge of the latter during the most important shift. As regards the other four sub-station attendants, it is intended to recommend that 8s. per day be fixed for the regular rate of wages, that is £124 16s. per annum, and to fill these positions it will be necessary to advertise, as there are no employees in the service possessed of the necessary experience in electrical work to occupy these positions.

For the four engine-drivers it is intended to recommend that 10s. per day be fixed as the regular rate of wages, that is £156 per annum, and which is the rate recognised by the Trades Hall, although it may be contended that certificated marine engineers should be appointed to these positions at a higher scale of wages as recognised by the Amalgamated Society of Engineers.

In connection with these appointments, and seeing that when electricity takes the place of the power now used at the Queen Victoria Markets, Fish Markets, Domain Pumps, etc., certain employees will not be required, the Resident Electrical Engineer has interviewed the whole of the employees engaged in machinery work and carefully investigated their qualifications with the object of utilising the services of those competent to be transferred to the generating station. After having carefully considered these qualifications and the experience of the men, it is intended to recommend that Messrs. J. W. Gay, at present first engineman at the Queen Victoria Markets ; W. Oliffe, second engineman at the Queen Victoria Markets ; and W. B. Steffanoni, second engineman at the Fish Markets, be appointed as engine drivers at the salaries stated. At the present time, J. W. Gay is in receipt of £200 per annum, W. Oliffe £156 per annum, and W. B. Steffanoni £156 per annum. On the question as regards shift work being explained to J. W. Gay, he has expressed himself as willing to accept the appointment if approved by Council subject to his being permitted



to leave the service should he be able to obtain a more lucrative appointment elsewhere, and to this there can be no objection. W. B. Steffanoni having had fitter's experience would be very useful. The qualifications of the other enginemen in the service of the Council are not sufficient to justify their transference, and consequently the position of fourth engineer will, if the suggestions to be made are adopted and carried out, have to be advertised.

As regards the stokers, it is intended to recommend that they should be paid at the rate of 8s. per day. The same method has been pursued with regard to present employees as was done in the case of the enginemen, and it is intended to recommend that M. Smith, at present fireman at the Town Hall Electric Lighting Station, and W. Upton, at present a fireman at the Fish Markets, be appointed to two of the vacancies, leaving the third to be advertised for in the ordinary course. In these two instances the firemen are receiving at the rate of £130 per annum, and it is recommended that on account of their previous satisfactory service with the Council, the rates of pay should not be interfered with; but in the event of either of the parties leaving the service the regular rate of 8s. per day proposed to be recommended should come into operation as regards any new appointments.

In the case of the three trimmers required it is intended to recommend that the wages be at the rate of 7s. per day, this being the same as is paid in Melbourne, although it is but right to state that the Sydney Trades Hall rate is quoted at 10s. per day, but on this point the Resident Electrical Engineer is of opinion that 7s. per day is a fair wage for the work, and to place the trimmers on the same scale as engine drivers occupying positions of greater responsibility is manifestly unjust to the latter, and appears an untenable position. In these cases it will be necessary to advertise.

With regard to the three engine-room improvers, these, it is intended to recommend, should be smart active young men of general utility, ready to profit by experience in a power station, and their wages, it is recommended, should be at the rate of 6s. per day; and the same rate of pay will also be recommended in the case of the four switchboard attendants, who should be active youths of from eighteen to twenty-one years of age. Their duties will, of course, be controlled by and be performed under the direction of the assistant engineer on duty.

The mains foreman and meter electrician, it is intended to recommend, should receive 10s. per day, and the lamplighter and labourer each 7s. per day. The junior clerk and typist at present engaged receives a salary of £78 per annum subject to the regular annual increment of £13 until £104 per annum is reached, and it is proposed to suggest to the Committee that the five apprentices recommended to be appointed should be subject to the same terms and conditions governing cadets and pupils in the City Surveyor's Department and the City Building Surveyor's Department, and be paid at the rate of £20 each for the first year, £40 each for the second year, £60 each for the third year, £80 each for the fourth year, and £100 each for the fifth year. In the cases of apprentices the Resident Electrical Engineer is of opinion, and I agree with him, that there should be a probationary period of say six months before any articles of apprenticeship are entered into. With regard to the storekeeper it is intended to recommend that the salary in case of a new appointment commence at £110 per annum, rising by two annual increments of £10 to £130, which it is proposed should be the maximum. In this connection it may be



stated that Mr. W. Barrack, who is now a ganger in the service of the Council, and who was formerly in the City Treasurer's Department as an assistant rate notice server, would make an excellent storekeeper should his services as ganger be dispensed with, and I have every confidence in recommending his appointment. While of opinion that the salary named is adequate remuneration for the duties of the position, it will be for the Committee to determine at what salary Mr. Barrack should be appointed should the recommendation to appoint him be favourably entertained, seeing that his salary has been £130 per annum for some years past.

According to the recommendations contained herein, the list of officers and staff generally, with the salaries proposed to be allocated to each for the first year of working, is as follows :—

Appointment.	Salary or Wages per Annum.		
City Electrical Engineer, say .. .. .	£750	0	0
Chief Assistant Engineer .. .. .	300	0	0
First Senior Assistant Engineer .. .. .	200	0	0
Second Senior Assistant Engineer .. .. .	175	0	0
Two Junior Assistant Engineers, at £150 each	300	0	0
Four Engine Drivers, at £156 each .. .. .	624	0	0
Four Switchboard Attendants, at £93 12s. each	374	8	0
Two Stokers, at £130 each .. .. .	260	0	0
One Stoker, at £124 16s. .. .. .	124	16	0
Three Engine-room Improvers, at £93 12s. ea.	280	16	0
Three Trimmers, at £109 4s. each .. .. .	327	12	0
One Senior Sub-station Attendant .. .. .	169	0	0
One Senior Sub-station Attendant .. .. .	156	0	0
Four Sub-station Attendants, at £124 16s. each	499	4	0
One Mains Foreman .. .. .	156	0	0
One Meter Electrician .. .. .	156	0	0
Two Meter Readers, at £109 4s. each .. .. .	218	8	0
One Foreman Lamptrimmer .. .. .	156	0	0
Five Lamptrimmers, at £93 12s. each .. .. .	468	0	0
One Lamplighter .. .. .	109	4	0
Shorthand Writer and Typist .. .. .	78	0	0
Storeskeeper .. .. .	110	0	0
Five Apprentices, at £20 each .. .. .	100	0	0
One Labourer .. .. .	109	4	0
Total .. .. .	£6,201	12	0

\* \* \*

#### PUBLIC LIGHTING—INCANDESCENT MERCURY VAPOUR LAMP.

Lord Kelvin and a number of distinguished scientists and prominent men in the railway and commercial world recently inspected a new illuminant at the office of the British Westinghouse Electric and Manufacturing Company in Norfolk Street, London. The new light, which has electricity as its basis, is called the Cooper Hewitt mercury vapour lamp, and is the invention of Mr. Peter Cooper Hewitt, a well-known figure in American public life. The lamp, which is made in a variety of forms, consists of a vacuum tube of any length up to about six feet, in which

mercury vapour is raised to a high state of incandescence. A curious but quite unusual light of a vivid violet hue almost entirely lacking in red rays is the result, and though for domestic purposes this light would be impossible owing to the weird effect it produces, it is claimed that for many commercial purposes it has great advantages over the ordinary glow lamp or the arc lamps. The chief of these advantages is the economy effected, the consumption of electricity being only a half watt per candle-power, as against three and a half watts per candle-power in the ordinary glow lamp. Experiments are being made with the lamp as a germicide in certain skin diseases.

Among those present at the demonstration were Sir Joseph Lawrence, M.P., Sir H. Tyler (director of the Great Eastern Railway), Sir H. Oakley (chairman of the Central London Railway), Lord Claude Hamilton (chairman of the Great Eastern Railway), Lord Allerton (chairman of the Great Northern Railway), Colonel John Mellor (Chairman of the Metropolitan Railway), Mr. J. Falconer (chairman of the Mersey Railway), Mr. Emile Gareke (chairman of the British Electric Traction Company), and Mr. G. C. Cuninghame (general manager of the Central London Railway).

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### DARLING HARBOUR RESUMPTIONS.

The following are the particulars of the claims made by the City Council in respect of properties resumed in connection with the Darling Harbour Resumptions :—

				£	s.	d.
Market Street Wharf	..	..	..	50,000	0	0
Lime Street Wharf	..	..	..	87,750	0	0
Pottinger Street	..	..	..	1,959	0	0
Dawes' Point Baths	..	..	..	13,300	0	0
Kent Street Depot..	..	..	..	24,600	0	0
Bathurst Street Jetties	..	..	..	725	0	0
King Street Jetties	..	..	..	3,900	0	0
Dawes' Point Jetty	..	..	..	76	0	0
Kent Street Jetty	..	..	..	58	0	0
Land, Argyle and Unwin Streets..	..	..	..	450	0	0
Total				£182,818	0	0

No settlement has as yet been arrived at with the Government, repeated applications notwithstanding.

Having regard to the importance of the matter, seeing that the properties have passed from the control of the Council, I append the following descriptions of the respective properties so that a permanent record thereof may be established :—

#### MARKET WHARF PROPERTY, INCLUDED WITHIN DARLING HARBOUR RESUMPTIONS.

All that piece or parcel of land, situate, lying and being in the City of Sydney, Parish of St. Andrew, County of Cumberland and State of New South Wales, containing 1 acre 1 rood 31 perches, more or less, and be the hereinafter mentioned several dimensions a little more or less.

Commencing at the intersection of the western building line of Wharf Street with the northern building line of Market Street, and bounded thence on the east by the aforesaid western building line of Wharf

Street, being a line bearing northerly 298 feet 2½ inches to the southern boundary of property occupied by the Newcastle and Hunter River Steamship Company, thence on the north by that said boundary, being a line bearing westerly 124 feet 6 inches to the present high water mark, and again on the north by a line bearing westerly 132 feet 6 inches to a pile, thence on the west by a line bearing southerly 2 feet, thence on the south by a line bearing easterly 100 feet, thence on the west by a line bearing in a southerly direction 20 feet, thence on the south by a line in an easterly direction 9 feet 4 inches, thence on the west by a line in a southerly direction 29 feet 6 inches, thence on the north by a line in a westerly direction 151 feet 4 inches, thence on the west by a line in a southerly direction 29 feet 9 inches, thence on the south by a line in an easterly direction 151 feet 3 inches, thence on the west by a line in a southerly direction 48 feet 8 inches, thence on the north by a line in a westerly direction 154 feet, thence on the west by a line in a southerly direction 28 feet, thence on the south by a line in an easterly direction 156 feet 3 inches, thence on the west by a line in a southerly direction 48 feet 8 inches, thence on the north by a line in a westerly direction 154 feet, thence on the west by a line in a southerly direction 16 feet 6 inches, thence on the south by a line in an easterly direction 182 feet 6 inches to the present high water mark, thence on the remainder of the south by the face of a retaining wall, being lines bearing east, north-east, and south-east 37 feet, 33 feet 6 inches, 104 feet, and 13 feet respectively to the point of commencement.

**LIME STREET PROPERTY, INCLUDED WITHIN DARLING HARBOUR  
RESUMPTIONS.**

All that piece or parcel of land, situate, lying and being in the City of Sydney, Parish of St. Phillip, County of Cumberland, and State of New South Wales, and be the hereinafter mentioned several dimensions a little more or less.

Commencing on the south-east corner of an allotment granted to the Bethel Union Chapel, being on the west building line of Lime Street, and distant in a southerly direction 50 feet 2 inches from the southern building line of Erskine Street, and bounded on the east by the western building line of Lime Street, being a line bearing southerly 349 feet to the southern boundary of the Corporation property, thence on the south by aforesaid southern boundary of Corporation property, being a line bearing westerly 68 feet to the waters of Darling Harbour, thence on the west by a line bearing northerly along a wharf 53 feet, thence on the south by a line bearing westerly along the side of a jetty 205 feet, thence on the west by a line bearing northerly 30 feet, thence on the north by a line bearing easterly 203 feet, thence on the north-west by a line bearing north-east 15 feet, thence on the west by lines bearing north 12 feet and 72 feet, thence on the south-west by a line bearing north-west 15 feet, thence on the south by a line bearing westerly 200 feet, thence on the west by a line bearing northerly 30 feet, thence on the north by a line bearing easterly 180 feet, thence on the north-west by a line bearing north-easterly 34 feet, thence on the west by a line bearing northerly 25 feet 8 inches, thence on the south by a line bearing westerly 57 feet, thence on the west by a line bearing northerly 13 feet, thence on the south by a line bearing westerly 23 feet 6 inches, thence on the west by a line bearing northerly 14 feet, thence on the south by a line bearing westerly 73 feet 4 inches, thence on the west by a line bearing northerly 5 feet 10 inches, thence on the north by a line bearing easterly 159 feet 6 inches, thence

on the west by a line bearing northerly 35 feet 6 inches, thence on the south by a line bearing westerly 147 feet 6 inches, thence on the west by a line bearing northerly 6 feet 2 inches, thence on the north by lines bearing easterly 108 feet 3 inches and 128 feet to the point of commencement.

**POTTINGER STREET JETTY, INCLUDED WITHIN DARLING  
HARBOUR RESUMPTIONS.**

All that property, situate, lying and being in the City of Sydney, Parish of St. Phillip, County of Cumberland, and State of New South Wales, and be the hereinafter mentioned several dimensions a little more or less.

Commencing at a point on the north-eastern building line of Pottinger Street, being the intersection of that building line with the original high water mark of Port Jackson, and bounded on the north-east by a line bearing north-west about 60 feet 5 inches, thence on the north-west by a line bearing south-west 16 feet 2 inches, thence on the south-west by a line bearing south-east 40 feet 6 inches, thence on the remainder of the north-west by a line bearing south-west 14 feet 3 inches, thence on the west by a line bearing southerly about 88 feet to the original high water mark, thence on the south and south-east by that high water mark to the point of commencement.

**DAWES' POINT BATHS, ETC., INCLUDED WITHIN DARLING  
HARBOUR RESUMPTIONS.**

All that property, situate, lying and being in the City of Sydney, Parish of St. Phillip, County of Cumberland, and State of New South Wales, and be the hereinafter mentioned several dimensions a little more or less.

Commencing at a point on the western building line of George Street North, about 17 feet south of the intersection of the aforesaid western building line of George Street North with the present high water mark of Port Jackson, and bounded thence on the east by the said western building line of George Street North, being a line bearing southerly 139 feet, thence on the south by a line bearing westerly about 71 feet 6 inches to the waters of Port Jackson, thence on the west by the waters of Port Jackson, being a line bearing north about 98 feet 3 inches, thence on part of the north by the aforesaid waters of Port Jackson, being lines bearing generally north-east about 42 feet and 32 feet 6 inches along a sea-wall, thence on the remainder of the east by a line bearing southerly about 1 foot 9 inches, thence on the remainder of the north by a line bearing easterly about 14 feet to the point of commencement.

**KENT STREET RESERVE, INCLUDED WITHIN DARLING HARBOUR  
RESUMPTIONS.**

All that piece or parcel of land, situate, lying and being in the City of Sydney, Parish of St. Phillip, County of Cumberland, and State of New South Wales, being allotment No. 5 Sydney, Section 93, containing by admeasurement 1 acre 2 roods 5 perches, more or less, and be the hereinafter mentioned several dimensions a little more or less.

Commencing at a point on the western building alignment of Kent Street, being the intersection of the said western building alignment of Kent Street with the northern boundary of allotment 5, and bounded on the north by the southern boundary of allotment 6, being lines bearing generally westerly 68 feet 9½ inches, 193 feet, and 9 feet to the present high



water mark of Darling Harbour, thence on the west by that high water mark bearing generally southerly to lot 4, thence on the south by lines bearing easterly 32 feet and 87 feet 8 inches, thence on the east by a line bearing northerly 5 feet 11 $\frac{1}{4}$  inches, thence again on the south by a line bearing easterly 98 feet 8 $\frac{1}{4}$  inches to the western boundary of land originally granted to the Roman Catholic Church, thence on the east by the western boundary of said grant, being a line bearing northerly 150 feet 2 inches, thence on the remainder of the south by the northern boundary of the aforesaid grant to the Roman Catholic Church, being a line bearing easterly 82 feet 8 $\frac{1}{4}$  inches to the western building alignment of Kent Street, thence on the remainder of the east by that building alignment, being a line bearing northerly 140 feet 3 inches to the point of commencement.

**BATHURST STREET JETTY, INCLUDED WITHIN DARLING  
HARBOUR RESUMPTIONS.**

**NORTHERN JETTY.**—All that property, situate, lying and being in the City of Sydney, Parish of St. Andrew, County of Cumberland, and State of New South Wales, containing by admeasurement about 4 $\frac{1}{2}$  perches, more or less, and be the hereinafter mentioned several dimensions a little more or less.

Commencing at the intersection of the northern building line of Bathurst Street and the present high water mark of Darling Harbour, and bounded on the north by the prolongation of the aforesaid northern building line of Bathurst Street by a line bearing westerly 65 feet 6 inches, thence on the west by a line bearing southerly 15 feet, thence on the south by a line bearing easterly 66 feet to the present high water mark, thence on the east by the aforesaid high water mark, being a line bearing northerly 20 feet 1 inch to the point of commencement.

**BATHURST STREET JETTY, INCLUDED WITHIN DARLING  
HARBOUR RESUMPTIONS.**

**SOUTHERN JETTY.**—All that property, situate, lying and being in the City of Sydney, Parish of St. Andrew, County of Cumberland, and State of New South Wales, containing by admeasurement about 7 $\frac{1}{2}$  perches, more or less, and be the hereinafter mentioned several dimensions a little more or less.

Commencing at the intersection of the southern building line of Bathurst Street with the present high water mark of Darling Harbour, and bounded on the south by the prolongation of the said south building line of Bathurst Street by a line bearing in a westerly direction 121 feet, thence on the west by a line bearing in a northerly direction 15 feet 1 inch, thence on the north by a line bearing in an easterly direction 120 feet 3 inches to the present high water mark, thence on the east by the said high water mark, being a line bearing southerly 19 feet to the point of commencement.

**KING STREET JETTIES, INCLUDED WITHIN DARLING HARBOUR  
RESUMPTIONS.**

City of Sydney, Parishes of St. Andrew and St. Phillip, County of Cumberland, State of New South Wales, 19 perches, more or less, and be the hereinafter mentioned several dimensions a little more or less.

Commencing at a point on the southern building line of King Street and distant in an easterly direction 9 feet from the present high water mark of Darling Harbour and bounded on the south by the prolongation

of the said southern building line, being a line bearing about south 78 degrees west (magnetic) 145 feet 6 inches, thence on the west by a line bearing northerly 7 feet, thence on the north-west by a line bearing north-east 33 feet 2 inches, thence on the north by a line parallel to the first-mentioned boundary and bearing easterly 60 feet 6 inches, thence again on the north-west by a line bearing north-easterly 12 feet 1½ inches, thence on the west by a line bearing northerly 8 feet 1 inch, thence on the south-west by a line bearing north-west 14 feet 7 inches, thence on the south by lines bearing westerly 43 feet 8½ inches and 23 feet 2 inches respectively, thence on the west by a line bearing northerly 10 feet 5 inches, thence on the remainder of the north by the prolongation of the northern building line of King Street, being a line bearing easterly 118 feet 5 inches, thence on the east by a line bearing southerly 60 feet to the point of commencement.

**DAWES' POINT JETTY, INCLUDED WITHIN DARLING HARBOUR  
RESUMPTIONS.**

Commencing at the intersection of the prolongation of the western building line of George Street North with the original high water mark of Port Jackson, and bounded on the east by the said prolongation northerly of the western building line of George Street North about 11 feet 3 inches to the present high water mark, thence on the north by the present high water mark, being a line bearing westerly about 14 feet, thence on the west by the said waters of Port Jackson, being a line bearing southerly 18 feet 6 inches to the original high water mark, thence on the south by the said original high water mark to the point of commencement.

**KENT STREET NORTH JETTY, INCLUDED WITHIN THE DARLING  
HARBOUR RESUMPTIONS.**

City of Sydney, Parish of St. Phillip, County of Cumberland, State of New South Wales, four (4) perches more or less, and be the hereinafter mentioned several dimensions a little more or less.

Commencing on the present high water mark of Miller's Point, that is, the face of the existing piling and close sheeting, being a point in an easterly direction 26 feet 9 inches from the western side of Kent Street; and bounded on the north-west by a line bearing north-easterly 79 feet 10 inches, thence on the north-east by a line bearing south-easterly 13 feet 10 inches, thence on the south-east by a line bearing south-westerly 75 feet 5 inches to the aforesaid high water mark, thence on the south by that said high water mark, being a line bearing westerly 14 feet 6 inches to the point of commencement.

**ARGYLE AND UNWIN STREETS—DESCRIPTION OF PROPERTY.**

All that piece or parcel of land, situate, lying and being in the City of Sydney, Parish of St. Phillip, County of Cumberland, and State of New South Wales, containing by admeasurement seven decimal seventy perches (7·70), more or less, and be the hereinafter mentioned several dimensions a little more or less.

Commencing at a point on the south-western building line of Argyle Street 15 feet in a westerly direction from the intersection of the west building line of Miller's Road with the south-western building line of Argyle Street, and bounded thence on the north-east by lines bearing north 54·20 feet, west 42 feet 11 inches, and north 60·11 feet, west 28 feet 4 inches, to the south-eastern building line of Unwin Street, thence on the

north-west by the said building line of Unwin Street, bearing south 25·7 feet, west 19 feet 11½ inches to the south-west side of a right-of-way 8 feet 11 inches wide, thence on part of the south-west by that side of the right-of-way aforesaid, being lines bearing south 64·12 feet, east 37 feet 1½ inches, and south 27·48 feet, east 13 feet 9 inches, thence on the remainder of the north-west by a line bearing south 28·6 feet, west 37 feet 4 inches, thence on the remainder of the south-west by a line bearing south 64·33 feet, east 20 feet 1½ inches, thence on the south-east by lines bearing north 28·31 feet, east 26 feet 10½ inches, and north 30·21 feet, east 29 feet to the point of commencement.

#### SLIP STREET PROPERTY, INCLUDED WITHIN DARLING HARBOUR RESUMPTIONS.

All that piece or parcel of land situate in Slip Street, and be the hereinafter mentioned several dimensions a little more or less.

Commencing at a point on the southern building line of Slip Street about 14 feet east of the intersection of the southern building line of Slip Street with the western building line of Lime Street, and bounded on the north by the aforesaid southern building line of Slip Street, being a line bearing easterly 159 feet 6 inches, thence on the east by a line bearing southerly 14 feet 6 inches, thence on the south by lines bearing westerly 91 feet 3½ inches, and 71 feet 6½ inches, thence on the west by lines bearing northerly 5 feet 9½ inches to the point of commencement.

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#### ROCKS RESUMPTION AREA—TENANCIES FOR SITES.

Towards the end of 1902 the City Improvement Advisory Board intimated to the Minister for Works, the Hon. E. W. O'Sullivan, M.L.A., that as enquiries for sites within the "Rocks" Resumed Area on the approved plan of reconstruction appeared to be increasing, the Board suggested that notices might be inserted in the *Gazette* and daily papers stating that preliminary application for the leasing of sites within the area in the approved subdivision would be received by them. They thought that the publication of such notices would probably lead to the collection of a good deal of valuable information as to the character of occupation likely to take place within the area, the rentals likely to be immediately obtainable, and the parts of the area which could most profitably be reconstructed.

The Board, it was stated, would prepare data as to all matters brought before them and submit fully for the information of members of the Cabinet who were controlling the area.

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#### ROCKS RESUMPTION AREA—RE-ARRANGEMENT.

In connection with the general re-arrangement of streets in the Rocks Resumption Area, certain recommendations with regard to the reconstruction of the area were submitted by the City Improvement Advisory Board to the Hon. the State Premier, Sir John See, K.C.M.G., for the consideration of the Government. As this matter is of such general importance to the welfare of the City generally, and having been fully discussed by the Council last year, I take the opportunity of placing these various recommendations on record for future reference.

**GEORGE STREET.**—Under the scheme submitted it was proposed that from Grosvenor Street to Queen's Wharf the eastern building line under the scheme of the Board should remain undisturbed, but the street, which now varies from 50 to 70 feet in width, will be of a uniform width of 100 feet by setting back the present western alignment to the required extent.

The Board had previously made a recommendation for resumption of a strip of land on the eastern side of George Street, between Queen's Wharf and Queen's Place, and should this be carried out by the Government, the Board intimated that they would propose a modification of the alignment, straightening and greatly improving the street.

From Queen's Wharf to Bethel Street the width of 100 feet will be maintained, but the alteration of the alignment will be principally on the eastern side, the Imperial Stores and other buildings being removed.

A small corner of the land in front of the Mariners' Church will be cut off, and from the Mariners' Church to the junction with Lower Fort Street the present alignment of the eastern side will be adhered to, the western alignment being set back to give a width of 100 feet, which, it will be noticed, the Board recommended for George Street, from Grosvenor Street to Queen's Wharf, which are easy, will practically be left as they are, but farther to the north they will be improved, especially to the north of Argyle Street, where the grade is at present somewhat heavy, one pinch being on a grade of 1 in 11.

The ruling grade will be 1 in 34; this will necessitate a little cutting, a new surface at the intersection of Lower Fort Street being about 4 feet lower than the present.

**GROSVENOR STREET.**—This street forms the southern boundary of the resumption. It is already of a good width, about 80 feet, and it is not proposed to widen it. Its grades, however, are steep, the ruling grade being 1 in 10·6. By a little cutting this will be reduced so as to make a uniform grade from George Street to Cumberland Street of 1 in 13 from there to the Grosvenor Hotel of 1 in 20, with a descent of 1 in 13·3 to Kent Street. The cutting down to Grosvenor Street will render necessary re-grading of York Street for about 200 feet south of Grosvenor Street.

**HARRINGTON STREET.**—The narrow, sinuous and irregular jumble of streets now known as Harrington, Cambridge, and Gloucester Streets will be swept away, and a new Harrington Street, 80 feet wide, is proposed. The western alignment of this new street at its beginning at Grosvenor Street will be coincident with the alignment of the present Harrington Street, this coincidence being rendered necessary by the fact that St. Patrick's Church property has not been included in the resumption. This new street will not follow the fall of the existing street to Essex Street, but starting on a grade of 1 in 28 will be built on a retaining wall, being about 12 feet above the present surface, where it crosses the line of Essex Street. About 70 feet north of Essex Street it will meet the surface, and for about 200 feet be in cutting with a maximum depth of about  $8\frac{1}{2}$  feet; for about 200 feet it will be practically on the surface; the grade from this point will be 1 in 78 and the street will be built up, attaining its maximum height at Argyle Street, which will be crossed on a steel structure having a clear headway of a little more than 20 feet. At Argyle Street, the new Harrington Street, which is straight from Grosvenor Street, will bend slightly to the west, and will join George Street on the level at about the present Atherdon Street, which latter



will be swept away. The new Harrington Street will be accessible on the level at both ends, at Grosvenor Street and at George Street, near Atherdon Street, and also by means of a ramp road leading up from a proposed new street occupying practically the same position as Essex Street.

**CUMBERLAND STREET.**—This street as it now exists will also disappear, but a new Cumberland Street, 80 feet wide, will take its place. This new street will start from Grosvenor Street, the eastern side of the present Gloucester Street, in order not to interfere with St. Patrick's Church property, which, as has before been remarked, was not resumed. The existence of this unresumed property renders necessary a bend on the eastern side of the southern boundary of the Church property, but the western building line will be straight. Between Grosvenor Street and Essex Street the new street will be chiefly on retaining wall, the greatest height of which will be about 5 feet. From Essex Street northerly to Cambridge Street cutting will have to be resorted to; the maximum depth of cutting will be about 20 feet. From Cambridge Street the new roadway will be elevated, crossing Argyle Street with a clear headway of about 27 feet, and passing into cutting again 130 feet north of Argyle Street. From this point to its junction with George Street, which it will meet where the present Gloucester Street comes in, the line will be wholly in cutting, ranging from 2 to 28 feet in depth.

**PRINCE'S STREET.**—Owing to its high elevation this thoroughfare forms a most suitable site for the approach to the North Shore Bridge. The width of approach, as determined by the engineers, where the approach is elevated, is 110 feet, but where the tram runs on the surface of Prince's Street, only 30 feet would actually be used for the elevated structure. Within the space of 40 feet there will be two lines of railway, two lines of tramway, and provision for vehicular and foot traffic.

The large requirements for the bridge approaches had only lately been communicated to the Board, and they have in consequence had to consider and alter their scheme in many particulars.

The railway, a double track, will be overhead all along Prince's Street, being carried on a steel structure at a height of 20 feet to 30 feet above the surface. It is proposed to run the trams underneath the railway throughout nearly the whole length of Prince's Street.

The street will be 130 feet wide, the railway being in the centre.

At a point a little to the South of Argyle Street the roadway on the eastern side of the railway will commence to leave the surface and will then be widened out on its eastern side, so that with the elevated railway the total width will be 110 feet until it reaches the same altitude as the railway, which will be rising on a grade of 1 in 60. From the point of junction the whole will form one great elevated approach to the bridge, there being two lines each of railway and tramway, a roadway 50 feet wide for ordinary traffic, and a footway 12 feet wide. Beyond the point where the roadway begins to leave the surface it is obvious that except for traffic proceeding to the North Shore Bridge, Prince's Street will be diminished in width by 51 feet. It is intended, however, to carry the street through to Lower Fort Street, thus doing away with the present dead end, and as the downward grade of the roadway from a point south of Argyle Street will be 1 in 20, while the elevated road will be rising on a grade of 1 in 30, it will be seen that the planes of the street and the elevated roadway will be rapidly diverging, and at a point 460 feet north of Argyle Street they will be about 30 feet apart in vertical distances.

When that difference of elevation has been reached the overhead structure will cause but little inconvenience, and the effective roadway on the surface can be made as wide as is desired. There will be a good deal of cutting in the new Prince's Street towards the southern end; this will be necessary in order to obtain reasonable grades in Essex Street and a new transverse street parallel to Essex Street, and about half-way between that street and Argyle Street. Towards the northern end some heavy cutting is unavoidable unless the thoroughfare is to remain a *cul-de-sac*, as it is at present.

The Board wish to point out that while an adequate approach to the great bridge across the harbour is necessary, it makes a large inroad on the space available for building purposes, and the space taken is chiefly on the highest and therefore in some respects the best part of the whole area. If there had been no question of a bridge, a width of 80 feet would have been ample for Prince's Street, and both frontages of that street would have been of high value. In addition to the absolute loss of space, which is considerable, the fact that an elevated railway will traverse the whole length of the new thoroughfare is certain to have a deteriorating influence on the value of frontages. The whole building area crossed by the elevated structure after it leaves Prince's Street will also have to suffer deterioration in value, and this depreciation will not only affect the land vertically below the structure, but also the area for some distance on each side. Further, the great width of Prince's Street rendered necessary by the requirements of the bridge approaches involves an increased amount of excavation in order to obtain reasonable grades on transverse streets.

The Board think that the difference in value between the area as it could be dealt with if no provision for the bridge approach were necessary, and its diminished value after making the necessary provision for that approach, should be debited to the cost of the bridge and the resumption correspondingly credited, a like credit being given for the extra excavation rendered necessary. Some little investigation would no doubt be required to determine what this amount should be.

**ESSEX STREET.**—This street, which, as now existing, is for the most part on grades so steep as to be practically useless for traffic, will be entirely reconstructed. It will be widened to 70 feet and the grades made easy. As already mentioned, the new Harrington Street will be elevated where it crosses the line of Essex Street, and consequently that part of Essex Street east of Harrington Street will be separated from the upper portion.

The approach to Harrington Street will be by means of a ramp road. The elevation to Harrington Street and the cutting down of Prince's Street will enable Essex Street to be reconstructed between the two streets mentioned, on easy grades. Between Harrington and Prince's Streets the grade will be 1 in 13. Some cutting will be required varying from 0 to 8 feet on the upper part, as some filling will be necessary to the lower part.

**GLOBE STREET.**—This street will be altered in alignment and in width, its southern building line will be in the same building line as the southern building line of Queen's Wharf, its width will be 70 feet, and at the George Street end it will have quadrant corners with a radius of 40 feet. It will not be a through street, but will be closed at the western

end by the retaining wall carrying the new Harrington Street, and in this will be the entrance to a proposed tunnel to Sussex Street or any of the wharves at Darling Harbour or Miller's Point.

A new street, 70 feet wide, about half-way between Essex and Argyle Streets, will run from Harrington Street, crossing Cumberland Street to Prince's Street. The elevation of Harrington Street and cutting down of Prince's Street make practicable a street in this position on fairly easy grades. The grade from Harrington Street to Cumberland Street will be 1 in 14·8, and from Cumberland Street to Prince's Street 1 in 13. The depth of cutting to obtain these grades will be from 1 to 15 feet.

**ARGYLE STREET.**—This extremely useful thoroughfare, connecting George Street and the Circular Quay with Miller's Point, will be widened out to 70 feet between George Street and Trinity Church, and the present ruling grade of 1 in 14 reduced by cutting to 1 in 23, thus greatly improving its trafficable value. The side cutting will be heavy in places. A ramp road will rise out of Argyle Street on a grade of 1 in 15, affording communication with the new Cumberland Street, which, as already mentioned, crosses Argyle Street by a bridge about 30 feet above the level of Argyle Street. This ramp road can be used as a building frontage, as can also the one leading from Essex Street to Harrington Street.

**ARGYLE PLACE.**—This is a continuation of Argyle Street, and will be 100 feet wide from Trinity Church to Kent Street. A small reserve of little importance which now divides the roadways in Argyle Place will be done away with. The north-western side of Lower Fort Street will be continued southerly to within 100 feet of the southern building line of Argyle Place, the alignment of which will be somewhat deviated to the south and made parallel to Windmill Street. This will necessitate the resumption of a small allotment in Kent Street, which was omitted from the first resumption.

**LOWER FORT STREET.**—This street, which carries a double line of tramway, will no doubt increase in importance, and it is proposed to widen it by 80 feet by setting back the south-east building line. The grades will also be improved. The lowest point in the street is at the intersection with Windmill Street, and this level will be unchanged; but the cutting down of George Street and of Argyle Street will make the grades from Windmill Street to these streets respectively 1 in 85 and 1 in 56.

**WATSON ROAD.**—Owing to the cutting down of Prince's Street, as already mentioned, Watson Road can be extended eastways on an easy grade to connect with Prince's Street. It can be further improved by widening, and thus another useful approach to Miller's Point will be provided from the centre of the City via York Street and Prince's Street.

**WINDMILL STREET.**—This street has an eastern grade at its eastern end, which it would be desirable to improve. So long, however, as the entrance and exit from the Central Wharf is by way of this street, it is not practicable to improve the grade by filling, as this would have the effect of making the approach road from that wharf, which is difficult enough already, almost impossible. The Board stated that it was not proposed in their general report to make a definite recommendation as to the improvement of this street, but that it would be dealt with in a later report. The Board think the area bounded by Windmill Street,



Kent Street, Argyle Place, altered as previously set forth, and Lower Fort Street, peculiarly suitable as a site for the erection of permanent dwellings.

Detailed plans for the treatment of this site, it was stated, would be forwarded with a subsequent report, and a recommendation then made as to a means of remedying the difficulty on this site. The Board reported that they had ascertained that the Harbour Trust did not desire that any alteration should be made in the levels of Kent Street and Windmill Street or Lower Fort Street, at the junction with Windmill Street.

**KENT STREET.**—This street is shown as widened to 80 feet by setting back the eastern building line 10 feet, but it is suggested that the Harbour Trust might be asked to set back the building line on the west side of the street, say, 10 feet, so that the widening should not all be taken from one side.

The grade from Crescent Street to Argyle Place will not be sensibly interfered with, but the very steep grade from Argyle Place to Windmill Street can be improved by cutting down when Argyle Place is altered in position as previously described.

**UPPER FORT STREET.**—The great widening of Prince's Street will make it advisable to do away with Upper Fort Street altogether, as the depth between Prince's Street and the Flagstaff Reserve will be required for the buildings to be erected on the new alignment of Prince's Street. As mentioned previously, Watson Road will be improved in width and grade and be extended to join Prince's Street.

The present Horse Ferry Road, near the Mariners' Church, to be widened to 50 feet, an awkward bend cut out, and the road continued towards the west, connecting by a short tunnel with Parbury's Wharf.

A second tunnel could be made from this road emerging near Dawes' Point, where, if the baths and adjacent buildings were cleared away, jetty accommodation for two or three ferry services could be provided.

If required, trams could turn off George Street at the Mariners' Church, being carried on a retaining wall so far as may be necessary to obtain the requisite flatness of grade, and run to connect with either Parbury's Wharf or Dawes' Point or both.

An alternative tram connection could be made with the ferry, turning out of the line at the northern end of George Street and running on to a piece of land just north of Milton Terrace. From this point an inclined approach, covered if necessary, could be made to the jetties. The cutting down of George Street at the intersection with Lower Fort Street, as previously proposed, would facilitate this alternative proposal.

The widening of Horse Ferry Road would increase the frontage values of that portion of George Street opposite to it, and this value would be further increased by constructing one or both of the tunnels to connect at a corresponding level with Parbury's and other wharves previously mentioned.

**FORT STREET MODEL SCHOOL.**—Presuming that it is the intention of the Government to retain this school in its present position, the Board recommended the inclusion of some additional area on the south side, as shown on the plan.

During their deliberations the Board have had before them and have fully considered projects for dealing with the resumed area (designed at the request of the Hon. Sir W. Lyne when Premier) by Mr. Norman



Selfe, M. Inst. C.E., and by Mr. F. A. Franklin, M. Inst. C.E., and a member of the Board, and some of the suggestions put forward by those gentlemen were included in the recommendations made to the Government.

The requirements of railway, tramways and bridge approaches have had to be fully considered. These have been subject to change as the study of details by the Departmental Engineers proceeded, and the Board had just prior to issuing their recommendations been furnished with information enabling a decision to be arrived at with regard to Prince's Street. Should further investigation by the engineers disclose a necessity for alteration, the Board will be prepared to recommend suitable modifications.

Accompanying this report were :—

(a) A plan showing proposed general re-arrangement of the streets.

(b) Longitudinal sections of new or reconstructed streets.

Further plans and sections showing necessary details were, it was stated, in course of preparation, and would be forwarded with a subsequent report. In later reports, too, the Board would forward recommendations with regard to the character of buildings to be erected on different blocks, the cross sections of the building areas, allotting of frontages of streets or parts of streets for purposes of (1) residences, (2) warehouses, stores or factories, (3) retail businesses ; also as to minimum widths of frontages and depths of allotments in various sections of the area, and character, height, etc., of buildings to be erected.

In their concluding summary the Board reported that the following streets, as they now exist, will be entirely swept away :—

Harrington Street	Cumberland Street
Cambridge Street	Prince's Street
Gloucester Street	Essex Street
Upper Fort Street.	

In their place there will be a new Prince's Street, 130 feet wide for most of its length, which will be the approach to the North Shore Bridge, and will carry the railway and tramways.

A new Cumberland Street and a New Harrington Street, straight thoroughfares, 80 feet wide.

Essex Street, though remaining in practically the same position, will be widened and entirely altered as to grade.

The site of Upper Fort Street will be included in the building area on the west of the new Prince's Street.

The following streets will be altered either in alignment or grade, or both alignment and grade :—

GEORGE STREET will be widened to 100 feet throughout, and where necessary the grades improved.

GROSVENOR STREET, remaining at its present width of 80 feet, will be improved in grade.

ARGYLE STREET will be somewhat widened and the grade greatly improved.

ARGYLE PLACE will be altered somewhat in alignment, etc., and left at a width of 100 feet.

KENT and LOWER FORT STREETS will be widened to 80 feet.

GLOBE STREET will be widened to 70 feet, with quadrant corners at the George Street end, and will serve as an approach to a proposed tunnel to connect George Street and Circular Quay with the wharves at Darling Harbour.

WATSON ROAD will be widened, reduced in grade, and extended easterly to meet the new Prince's Street.

A new street parallel to Essex Street, and about half way between that street and Argyle Street, will connect Harrington Street, Cumberland Street and Prince's Street on an easy grade.

Tunnels through the narrow promontory at George Street North are proposed to connect Circular Quay with a site for ferry jetties at Dawes' Point, and with the wharves of Miller's Point.

It is proposed to increase the area attached to the Fort Street Model Public School.

WINDMILL STREET, which forms one boundary of a site proposed to be used for permanent tenement dwellings, would, as was stated, be dealt with in a later report.

The steepest grades on any of the proposed new or reconstructed streets will be 1 in 13, which is a little flatter than the easiest part of Grosvenor Street at present. Prince's Street and Harrington Street, at the northern ends, will have a grade of 1 in 20, which is about the same grade as Phillip Street and Bent Street.

A very large amount of excavation will be required in the formation of the new streets and reconstruction of old ones to the grades proposed, but without excavation no real improvements can be made. The excavation will be for the most part in rock. Some of this will no doubt be suitable for buildings, and will therefore have a value which will effect the cost of excavation. Some of the improvements recommended are independent and could be carried out separately, but others, particularly the proposed new longitudinal streets, are largely inter-dependent.

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## ROCKS RESUMPTION AREA—RECONSTRUCTION.

In October, 1902, the City Improvement Advisory Board stated that they had been made aware that leases had been granted for a large number of more valuable properties within the resumed area ; they had had under consideration the question of beginning the work of reconstruction in those areas where the existing properties were least valuable, and were probably not under lease at that time, nor likely to be leased to advantage.

The portion of the area which, in the opinion of the Board, appeared best to fulfil these conditions included parts of Gloucester Street, Cambridge Street, and Harrington Street, between Essex Street and Argyle Street. The great majority of properties within this area are of small value, being chiefly residences of a poor class, and many of them are in such a dilapidated state that it is difficult and costly to maintain them in a sanitary condition. This area is covered by crooked and confused streets and alleys, and the mode of access transversely is chiefly by a series of steps.

The Board submitted for consideration the desirability of taking in hand the reconstruction of that part of Harrington Street lying between

Essex Street and Argyle Street, and also of the two new building areas, having a frontage to the western side of Harrington Street, between the same limits.

The construction of the part of Harrington Street proposed would, the Board reported, also render available a building area between Argyle Street and Globe Street, although in the estimates supplied it was stated that no allowance has been made for excavation for this particular area.

A ramp road leading from Essex Street to Harrington Street was also to be included.

The Board directed attention to the fact that the portion of Harrington Street proposed to be constructed is, relatively to its length, perhaps, the most costly within the whole area, and in looking at the financial aspect of this portion of the work it would hardly be fair to consider the cost of this new street as wholly chargeable to the area immediately adjoining, and to which it would give a frontage.

Harrington Street is largely carried on a retaining wall, and constitutes a base which dominates the whole area above it; that is to say, it is only by the elevation of Harrington Street that reasonable grades can be obtained in transverse streets to the west of it.

The estimated cost of constructing the length of the streets named and of excavating two building areas on the western side of Harrington Street is £30,000. The revenue at that time derivable from the buildings which would be destroyed by the proposed work is about £3,600. Nearly 1,400 feet of new frontage would be rendered available, and it was estimated that this could be leased at an average ground rent of £5 per foot per annum, which would produce the revenue of £7,000, or an increase of £2,200 per annum upon the income at present derived from the buildings which would be removed, after allowing four per cent. on the cost of reconstruction.

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#### ROCKS RESUMPTION AREA—ESTIMATED COST OF RECONSTRUCTION.

In accordance with the request of the Honourable the Premier, the City Improvement Advisory Board forwarded the following estimate of cost of reconstruction of the "Rocks" area.

The following are the items :—

Excavation—730,860 yards, at 4s. . . . .	£146,172
Filling—161,400 yards, at 1s. . . . .	8,070
Retaining Walls—22,000 perches, at 20s. . . . .	22,000
Woodblocking—61,642 yards, at 20s. . . . .	61,642
Macadam—34,538 yards, at 7s. . . . .	12,088
Tarred Metal—14,074 yards, at 10s. . . . .	7,037
Footways—35,455 yards square, at 10s. . . . .	17,700
Bridges (estimate of Bridge Branch, Public Works Department) . . . . .	24,500
Subways for Sewers, etc. (estimate of Water and Supply and Sewerage Branch, Public Works Department) . . . . .	24,000
Tenement Dwellings—Windmill Street area . . . . .	120,000
Kent Street . . . . .	60,000
Total . . . . .	<hr/> £503,209

The Board reported that the estimate did not include any sum for the cost of demolition of buildings, as the value of materials will at least be sufficient to pay for this work ; indeed, the Board considered that it may be expected to leave a profit. There will also be other items of credit, such as the value of existing woodblocking and other road-making materials, value of stone fit for building, masonry in existing retaining walls, etc., but it is not easy at the time to estimate what these savings will amount to, and no sum was therefore stated.

The Board desired to draw special attention to the large inroads made upon the somewhat limited building space of the area by their compliance with the requirements of the Public Works Department in connection with the proposed North Shore Bridge. The following items show how the cost is increased by these requirements :—

1. The great width of Prince's Street, which has had to be adopted to carry the elevated railway and tramway, has had the effect of increasing the depth of excavation over about 21 acres in order to obtain reasonable grades on transverse streets. This extra excavation caused by bridge requirements is estimated at about three feet over the area mentioned, equalling 101,640 cubic yards, which at four shillings per yard amounts to £20,328.
2. About 1,000 feet frontage on the eastern side of Prince's Street will be destroyed by the elevated approach to the bridge, and the rest of the frontage to Prince's Street, about 3,000 feet, will probably be diminished in value by the overhead railway and elevated approach to the extent of at least £5 per foot, or in all £15,000.
3. Extra woodblocking in Prince's Street owing to the increased width, £8,055.
4. The extra area taken for bridge purposes over and above what would be necessary for a street of ample width is about 7·3 acres, which at £40,000 per acre equals £148,000. According to estimate given by the land valuer, the cost to the State of the building area resumed is nearly £28,000 per acre. When the improvements have been carried out it is estimated that the value will be increased to at least £40,000 per acre.
5. Extension of York Street to Prince's Street to accommodate trams leads to the following cost :—
 

(a) Building area taken, 2 roods 12·8 perches,	
at £40 per acre, equals	£23,200
(b) 915 yards of footway formation, at 10s.	457
(c) 1,753 yards of woodblocking, at 20s.	1,753
	£25,410

Summary of extra expenses caused by providing for bridge approaches in accordance with the wishes of the Public Works Department :—

1. Extra excavation used..	£20,328
2. Diminution in values of frontage, Prince's Street ..	15,000
3. Extra cost of street formation..	9,265
4. Building area taken beyond ample provision for ordinary street purposes..	171,200
	£215,793



The Board considered that this amount should be debited to the bridge approach account, and the reconstruction account correspondingly credited. It was stated that this heavy extra expense would be largely reduced if it were possible to remove the line of the bridge approaches, and consequently of the bridge itself, to a position further to the west; this would have the effect of shortening the approaches to the bridge, and would be a much more direct line between the railway projected in Kent Street and the point of connection with the railway on the northern side of the harbour. A plan accompanied the estimates showing how the area could be arranged on the supposition that the bridge was in a more westerly position, and a second plan showed how much more direct the more westerly route would be.

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### ROCKS RESUMPTION AREA—CITY RATES.

In connection with the transfer of the Rocks Resumption Area from the City Improvement Advisory Board to the Sydney Harbour Trust, the City Council, on the recommendation of the Finance Committee, unanimously adopted the following resolution last year:—"That representations be made to the Government that in the event of any alteration being made in the control of the Rocks Resumption Area, provision be made to preserve the rights of the City Council to rates in respect of property so transferred."

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### ROCKS RESUMPTION AREA—LORD MAYOR'S MINUTE.

In June last the Lord Mayor issued a minute directing attention to the fact that the Council had for some time previously been anxious to resume control of the large area in Gipps Ward known as "The Rocks," and which had been resumed by the Government in the year 1900, in order, it was stated, to remodel the whole district.

The Lord Mayor in this minute intimated that he could not recommend the Council to ask the Government for the whole area at one time, for the following reasons.

The sum which he had been given to understand the Government had paid or was liable to pay for the whole area resumed was about £1,100,000. In order to raise this amount the City Council would have to issue debentures either in London or in Sydney. At that time the London market was virtually closed to the Council, as English investors would hesitate and naturally express surprise at a second application being made for money to purchase land which had only recently been acquired by the Government out of the proceeds of a loan floated in London within the preceding two years. With regard to the local market, in view of the call which the Council would have to make upon it during the following year or two for electric lighting, abattoir, and other purposes, there did not appear any probability that the Council's requirements would be covered without inflating the rate of interest. Apart from these reasons, it appeared to the Lord Mayor that the Council would not be justified in embarking upon so large a speculation upon the then existing limited resources.

In the event of the Council agreeing with the view enunciated by the Lord Mayor on this point, he pointed out that the next question which presented itself for consideration was whether the Council should not approach the Government with a request that the Council might be allowed to purchase the area section by section, and proceed to remodel it by degrees, repaying to the Government in advance the price it had paid for each section before entering upon the requisite work of remodelling it, and then disposing of the improved land upon the most favourable terms so as to recoup the City for its outlay. In this connection the first section to be undertaken, the Lord Mayor considered, ought to be the block bounded by George Street, Grosvenor Street, Harrington Street, and Globe Street, and it was suggested that George Street should be widened to one hundred feet so that a proper approach might be given to the City from the Circular Quay, which is the principal entrance to Sydney by sea. The rateable value of the property now comprised within the area from Globe Street to Grosvenor Street is £5,026. Another important point to which special attention was directed was a recommendation that the allotments fronting George Street should be given a through depth to Harrington Street. This, as was pointed out by the Lord Mayor, would entail the entire abandonment of the plan of division proposed by the City Improvement Advisory Board prior to its dissolution, and to which reference is made elsewhere, which was, in the judgment of the Lord Mayor, a scheme for removing one slum area and merely substituting another with the most objectionable features characteristic of the old one.

The cost of the land in this section was about £205,000, and the Government valuer estimated that the new frontages to George Street would be worth about £200 per foot. This valuation the Lord Mayor considered a liberal one. The City Surveyor estimated the cost of remodelling George Street and Harrington Street would be about £6,500, but this sum, it was explained, did not include the cost of any excavation or levelling of the building land. In addition to the sum of £205,000 payable to the Government, the Lord Mayor stated that it would be necessary to buy up a few leases which had been granted since the resumption. Information had been received from the Government department that none of these leases exceeded five years, and that about £2,000 would be sufficient to buy them up. It was also estimated that probably about two years would elapse from the date of purchase before the Council would be in a position to cover the interest payable on the purchase money. This interest, calculated at four per cent. on £205,000, would be £16,400.

It will, therefore, be observed that on the lines laid down by the Lord Mayor in his minute the outlay would be as follows :—

Payment to Government .. .. .	£205,000
Redemption of leases .. .. .	2,000
Cost of new roads .. .. .	6,500
Two years' interest on £205,000 .. .. .	16,400
Margin for remodelling building land and contingencies, say .. .. .	10,000
<b>Total .. .. .</b>	<b>£239,900</b>

The frontage of the remodelled area to George Street would, under the scheme suggested, be about 1,025 feet, and this frontage at £200 per foot would realise £205,000; therefore the cost to the City of remodelling this section on the lines suggested would not be less than £35,000.

The next question suggested for consideration was whether the Council should be content with the power to lease for fifty years, contained in the present Act, or whether power should be sought for authority to sell outright, or in the alternate to grant leases for not less than ninety-nine years. It appeared to the Lord Mayor that a fifty years' lease would not be acceptable to intending tenants, and the shortest term likely to prove acceptable might be taken as ninety-nine years. Furthermore, it behoved the Council to carefully consider and determine the question whether the remodelling of the whole area could be safely undertaken on the leasehold principle. Should this be decided in the affirmative it would be necessary to add to the City indebtedness a sum of about £1,100,000 for the purchase of the land, and a further sum of from £250,000 upwards for the cost of remodelling the whole area, and this, it must be borne in mind, without taking into account the loss of interest pending re-occupation, which would increase the total amount from £1,350,000 to £1,500,000 approximately.

With regard to the ground rents obtainable on ninety years' leases of the whole remodelled area, the Lord Mayor thought that they would not even nearly meet the annual charge for interest and sinking fund on the total capital expenditure, and he further thought that the ground rents would not represent full market interest on the capital value of each allotment. The reason assigned by the Lord Mayor for this opinion was that leasehold sites in business positions at rentals which represent full interest on the capital value of the land are not usually securities acceptable to trustees, the land itself offering no margin to a mortgagee, who must advance money upon the security of the building alone, and such a security would depend entirely on the validity of the policy of insurance with all its attendant risks, and, therefore, trustees would not be prepared to advance up to a reasonable margin. Building operations, therefore, would be largely restricted to lessees investing their own money, and this restriction in public competition would necessarily affect the rentals procurable.

In further argument in support of the view entertained by the Lord Mayor, it was pointed out that if the Council failed to recover its interest and sinking fund out of the ground rents arising from the first few sections as it appeared on the figures, they undoubtedly would fail: the whole scheme would thereupon become discredited, and investors, as might be expected, would decline to lend the necessary money to carry it to completion. Much, therefore, as the Lord Mayor appreciated the general desire to keep the freehold of the area as an asset for a future generation, he felt convinced after the most careful consideration and impartial review of the circumstances that the Rocks area was not a suitable one for an experiment in long leases, and that whether the work of reconstruction was carried out by the Government or by the City Council the financial result would be the same in the event of the leasehold principle being adhered to. Anticipating argument in reply to this contention that the City of Birmingham began in 1876 an immense City improvement by resuming forty-five acres in a densely overcrowded and unhealthy slum area, and converting it on the leasehold principle into what is now the finest portion of the City, it was pointed out that it was often forgotten that this slum area was in the very centre of the City, and that the municipal improvements effected and projected gave an immediate and greatly enhanced value to the land. Unfortunately, the situation of the Rocks area did not offer the same prospect of a speedy increase in values consequent upon the remodelling of the area.



As the case of Birmingham has been very frequently quoted, I may take this opportunity of giving the particulars, to which incidental reference was made by the Lord Mayor. The area acquired by the Corporation of Birmingham in 1876 comprised forty-five areas with about 1,368 acres. Under this scheme the centre of the City has been completely transformed; where slums were, the best business streets in the City now stand, and prosperity reigns where poverty and squalor were formerly in evidence. To carry out the work a special rate was necessary, but a valuable asset had certainly been obtained which other Corporations under similar conditions would be glad to obtain. The sites are let on leases of seventy-five years. In the meantime the Corporation receives a ground rent, and at the expiration of seventy-five years will become the owner of the houses, and thus more than recoup itself for the original outlay. Part of the ground has yet to be cleared. Last year £63,704 was received from rents and £14,700 from the rates. The capital expenditure under the scheme to 31st March, 1903, was £1,711,704, 2½, 3, and 3½ per cent. Corporation stock; artisans' dwellings £18,000, and Milk Street improvement—housing of the working classes, £16,100—whilst the present value of this magnificent estate is at least, according to the most recent returns, three millions.

Under exactly similar conditions the City Council of Sydney might with equal advantage have emulated the example of Birmingham, but as the conditions are so vastly different, the arguments adduced by the Lord Mayor in opposition to the adoption of the leasehold principle in relation to the Rocks area appeared perfectly sound and tenable in every point, and cannot indeed be controverted.

Having regard to the considerations named, the Lord Mayor recommended that power be asked from Parliament to purchase the area section by section from the Government, and to sell the land outright when remodelled. In this way the City would assuredly get the desirable advantage of an immediate improvement at a price to be easily determined, and the loss, if any, on any section could be paid within a short term of years by means of a special rate.

Anticipating sanction to this recommendation, the Lord Mayor intimated that the moneys arising from the sale of the first section might be utilised for the purchase and remodelling of the next section, and so on from block to block—a sound financial policy to pursue, and by this means the citizens will not be asked to bear the burden of an increase in the City indebtedness equivalent to the doubling of the present City debt, and thus be hampered by restricted credit in undertaking the many other pressing works required in other parts of the metropolitan area. For instance, the Council, it was anticipated, would need within the next few years £250,000 for electric lighting, and ultimately a very much larger sum in the probable event of the undertaking proving the success expected; and as examples in relation to similar undertakings, it was pointed out that Birmingham had expended £568,500, since increased to £588,323, on electricity supply; Bradford, £378,000, since increased to £429,768; Brighton, £404,000, since increased to £463,674; Bristol, £384,000, since increased to £453,290; Glasgow, £962,000, since increased to £1,041,746; Leeds, £505,000, since increased to £671,412; Liverpool, £1,336,701, and now contemplating a further expenditure of £400,000; Manchester, £1,113,000, since increased to £1,713,627; and Sheffield, £538,000, since increased to £616,994.



In addition to the amount required for electricity supply and probable extensions, £200,000 would be required for abattoirs if the request preferred by the Council was granted to the effect that the Council should be permitted to construct and manage the abattoirs, and a further £50,000 was in effect pledged for additional woodblocking streets. Again the Council had an important Bill before Parliament for the remodelling of slum areas and the better housing of the poor—schemes which will require large capital outlay, but to which the Council is undoubtedly pledged. As the Lord Mayor observed, the Council could not be expected to imperil the success of these ventures—entered into and contemplated—by pledging the credit of the City too deeply in land speculation in the Rocks Resumption Area. Furthermore, while the Lord Mayor felt sure that there was no money to be made either by the Government or the Council through the sale or leasing of the new frontages, he, nevertheless, felt strongly that the Council should begin the remodelling of the Rocks area at once by widening George Street from Grosvenor Street to Circular Quay, even at an apparent loss in money value ; but for reasons given he recommended that the Council should apply for authority to sell as well as to lease, as this course would not prevent the Council from leasing the lands if the opinion of the Lord Mayor was wrong, but it would at any rate prevent the Council from courting financial disaster. Finally, it was stated that if it was worth while to widen Moore Street at a cost to the City of £250,000, it was surely well worth while to widen so important a part of George Street, the principal thoroughfare of the City, at a cost of even £250,000. The Lord Mayor, therefore, earnestly recommended that if the Government was not prepared to undertake the work at once, the City Council should undertake it in the interests of the City.

The General Purposes Committee, to whom the minute was submitted, decided that it was impracticable for the Council to purchase from the Government the whole of the Rocks area at one time for the sum of £1,100,000, which was stated to be the cost of resumption.

The General Purposes Committee likewise adopted a recommendation to the Council that in view of the uncertainty of the Council recouping the cost of the section fronting George Street, and extending from Grosvenor Street to the Circular Quay, even if power be obtained to sell the remodelled frontages, the Committee did *not* recommend that application be made to the Government for the purchase of this section for the purpose of widening George Street to a width of 100 feet.

On consideration by the Council, the first recommendation as to the impracticability of purchasing the whole of the Rocks area from the Government was confirmed and adopted unanimously ; but an amendment to the following effect was submitted in connection with the second recommendation, namely, that the Council should approach the Government with the request that it may be allowed to purchase the Rocks area section by section and remodel it by degrees, repaying to the Government, in advance, the price it has paid for each section before entering upon the work of remodelling it, the first section to be undertaken to be the block bounded by George Street, Grosvenor Street, Harrington Street, and Globe Street, and that power be asked from Parliament to sell outright or lease up to ninety-nine years the land when remodelled.

On a division the amendment was carried by seventeen votes to three, and, as a substantive motion, was agreed to without a division.

The proposals of the Council are, to my mind, entirely businesslike and practical, seeing that the control of this part of the City will, unless centred in the City Council, constitute a grave difficulty and a constant serious source of trouble. The Council has at its command the necessary machinery for the proper performance of the work, a work which is purely a municipal function, and divided control in this important matter cannot fail to be inimical to the best interests of the City and the citizens. The control of the Rocks area would enlarge the City's sphere of usefulness and enable the Council to carry out in a systematic manner considerable improvement in a portion of the City where, notwithstanding the fact that much has been done in the way of certain improvements, further and more extensive improvement is badly needed, and an administration by any other body or any other authority will undoubtedly be anomalous and unsatisfactory. The improvement of an area of this character is surely not a matter of state policy, but a matter of civic policy, and to entrust the Council with the necessary powers is merely an act of justice and not of favour in conferring one of the higher functions which municipalities exercise in countries where the conditions appertaining to modern municipal government prevail. No one can gainsay the fact that the present condition of the Rocks, with the Government of the day in the capacity of a slum landlord, is, certain improvements notwithstanding, a disgrace and a reproach, not to the City Council but to the powers controlling and administering the area, and a reflection on the deplorable systems of divided and consequently more or less inept control which appear to have been established over the district from time to time, and which from the economical administrative standpoint alone call for the strongest terms of condemnation. Surely the City Council is a representative body competent to conduct the necessary reforms and to administer the area as a component part of the City, so that the abuses which have clustered round the control of the Rocks in the past, and which to all appearances have suffered almost infinitesimal diminution since the resumption by the Government, shall henceforth be conspicuous by their absence. If the Council is deemed incompetent to discharge the functions which properly devolve upon a representative municipal body, the sooner it is disestablished the better presumably for the community at large.

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#### ROCKS RESUMPTION AREA—CONTROL.

It having come to the knowledge of the Council that the Government contemplated handing over the control of the Rocks area from the Rocks Resumption Board to the Sydney Harbour Trust, the Lord Mayor took occasion to refer to the very strong opinion expressed by him during the preceding year in relation to the manner in which the Sydney Harbour Trust controlled its own area—the wharves—and the objections entertained to the practice which the Harbour Trust was establishing of granting long leases of wharves within the resumed area without having carried into effect the pledge given by Sir William Lyne at the time of the resumption, that the first act of the Government would be to reconstruct the whole of the foreshores in such a manner as to prevent the danger of a recrudescence of the plague.

It is true that an explanation was furnished by the President of the Harbour Trust to the effect that want of funds prevented the realisation of Sir William Lyne's scheme, and that the Commissioners were satisfied

that the proper policy was to gradually improve the existing wharves and to provide additional accommodation as required. The fact, however, remains that the condition of Darling Harbour foreshores is a terrible menace to the health of the City, and that the highfalutin' promises connected with the resumption scheme are as far from redemption as ever.

Having regard, therefore, to the ineptitude displayed in connection with the foreshores, the Lord Mayor felt justified in placing on record his views with regard to the control of the Rocks area, he being of opinion that if the Government carried out the proposal to hand over a large additional area to the control of a very conservative body—the Harbour Commissioners—the citizens of Sydney could never anticipate the carrying out of the whole scheme for the remodelling of the resumed area, on the promise of which the Parliament of the day had authorised the resumption. The observations made by Sir William Lyne when introducing the Wharves Resumption Bill into Parliament are sufficiently germane and interesting to be placed on permanent record in the annals of the Council: "I have heard a great deal about the Rocks, but I never for a moment imagined it was such a place as it is. It is a place practically in the heart of the City, which is really a disgrace to any city in the world. There are narrow lanes and crooked lanes, and until you get up near Fort Street there is no thoroughfare which you can call a street. I am having a design made to submit to the House with the proposition to deal with this particular part of Sydney, practically to take down the whole of that part and rebuild it."

The narrow lanes and the crooked lanes still remain, and, on the authority of Sir William Lyne, the place practically in the heart of the City which Sir William Lyne declared to be a disgrace to any City in the world remains presumably in the same, or almost in the same, condition as it was in 1901; not only so, but according to paragraphs which appeared last year in the columns of the local press the Government, it was alleged, had renewed the leases of a number of business places for terms of six or seven years, and that it would seem that no reconstruction work was contemplated, and that a succeeding Government, if it desired to do anything, would find difficulties in the way, and it appeared that this statement was made on the authority of the Rocks Resumption Board.

Consequent upon this intimation through the columns of the press, the Lord Mayor entered a strong public protest against the abandonment of the whole scheme of reconstruction, and argued that the work properly belonged to the City Council, and that the present Council and its immediate predecessor had sufficiently justified their existence, in the estimation of the citizens, to warrant the Government, if it felt itself unwilling to face the work, to entrust it to the Council.

The City Health Officer, on being consulted, stated that the then condition of the Rocks area might be termed fairly good, but in very few instances had the recommendations as regards drainage been carried out, the reason assigned being that the short space of time that the houses were likely to stand did not warrant the large outlay in connection with drainage works, which would afterwards be of no use. Furthermore, unless some definite scheme of reconstruction was adopted without delay it would be imperative on the part of the Council to insist upon the reconstruction of the drainage within the resumed area, and there would



then be another lamentable example of divided control and waste of public money in repairing premises which should properly be struck off the face of the earth.

The strictures of the Lord Mayor called forth a reply from the State Treasurer to the effect that the Rocks properties had been so administered by the Council that when the plague broke out it became necessary for the Government to take the area over, and expend an enormous sum in putting them into proper order.

An assertion of this nature, made by a responsible state official, could not be allowed to pass unchallenged, and in a rejoinder by the Lord Mayor the State Treasurer was charged with begging the question, a charge which the facts when impartially considered fully justified.

In the first place, as the Lord Mayor pointed out, the State Treasurer was well aware that the issue was not what previous Councils neglected to do, but what the present Council was prepared to do.

The existing body of Aldermen, elected upon the new franchise, had no more right to be charged with the delinquencies of its predecessors than the State Treasurer had to be asked to bear the sins of previous occupants of his office. Previous Councils, as the State Treasurer knew, had no power to resume one square inch of the City property without Parliamentary sanction, and which could not, owing to the want of a competent Public Health Act passed in recent years, exercise the powers so largely and effectively employed during the second outbreak of the plague in 1902. Contrasting the powers of the previous Councils with those of the Government of the day, the Lord Mayor considered that after all they did nearly as well as the Government proposed to do in the case under review, that is, if the latter abandon the whole scheme of remodelling the resumed area.

The State Treasurer, in his reply, claimed to have transformed the locality under discussion from a seed-bed of disease to a desired condition, leaving no anxiety for the future. But the State Treasurer omitted to state that the whole of the work of reform had been carried out in response to notices from the City Council, as the local health authority served in the usual way upon the officials acting for the Government. As a matter of fact it may be interesting to state, as was stated by the Lord Mayor at the time, that no less than over one hundred buildings have been demolished in the area as a result of the action taken by the municipal authorities, while at that time there were three hundred other cases where the demands of the Council have only been partially complied with or not responded to. There can be no doubt that had it not been for the issuing of these notices, and the publicity which would have been given to the matter in the event of non-compliance with the requirements, the Government would have been content to have left the area in precisely the same condition as when acquired. To nurse the Rocks Resumption Area for at least five years and allow the present state of things to continue until, as stated by the State Treasurer, "there is a healthy demand for property of this kind," is nothing short of an iniquity and a public scandal.

The Council, after careful consideration, decided to put forth its claim to administer civic concerns within the civic area, and it was unanimously resolved, on a motion submitted by Alderman Watkins, that in the opinion of the Council the Rocks resumed area should be vested in the City Corporation, and that a deputation wait upon the Hon. the State Premier



and request that he will take the necessary legislative action for that purpose, and for the purpose of enabling the Corporation to remodel the area, and either lease or sell the properties after such remodelling has been effected.

In support of this resolution it was very ably argued that it would be an absolute flouting of the rights and privileges of the people to ignore one of its most precious safeguards—direct representation in municipal control—and to hand over its interests more and more to an utterly non-representative trust. The City Council, on the other hand, is emphatically a representative body, and its members have periodically to come before their constituents for approval or otherwise of their actions. Amongst its express functions are the control of the streets and the supervision of all buildings therein. If there is any body of men qualified by experience, sanctioned by custom and precedent in every part of the municipal world, and authorised by law to deal with the Rocks Resumption Area, it is surely the Municipal Corporation of the City.

The deputation mentioned waited upon the Hon. the State Premier in due course, and a reference to what took place at the interview appears elsewhere.

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#### ROCKS RESUMPTION AREA—IMPROVEMENTS.

According to the report furnished by the Government Architect to the Minister for Public Works in the early part of last year, it appears that up to the 19th January, 1903, the number of tenements demolished in the Rocks Resumption Area amounted to 107; the number of tenements repaired and sanitary conditions improved as far as possible in accordance with the requirements of the Water and Sewerage Board, the City Council, and the department being 978; whilst the total number of tenements then remaining in the Rocks was 1,061. The qualification "as far as possible" is significant.

In connection with the report referred to, it was claimed that the sanitary condition of the larger portion of the tenements had been considerably improved, and that, as a matter of fact, only about one hundred remained for alteration as regards repairs, drainage and ventilation, bath accommodation and general cleansing. In addition to the work on these separate tenements, other improvements were also carried out, including general defective arrangements, which had been brought under notice by the City Council and the Department of Public Health, and it was stated that the Minister might be congratulated upon the fact that the general state of this area compared favourably, as a whole, with more modern districts of the City. These congratulations, however, were not lasting, as it was in the very next sentence pointed out that there was one matter in connection with these works which required consideration and some action. Attention was directed to the fact that 107 tenements had been demolished, and averaging, say, five persons per tenement, no less than 535 persons had been displaced, rendering it necessary for them to find house accommodation elsewhere. On this question the Government Architect stated that it was understood that owing to the local occupations of the heads of these families, most of them were still resident in the area, and were therefore unduly crowding other tenements. To avoid this state of affairs and also to obtain what it was stated must be a handsome return, probably from eight per cent. to ten per cent. upon the cost of building

operations, it was suggested that the time had arrived when a number of the demolished tenements should be replaced by others of equal but improved accommodation on such of the vacant positions as would not seriously interfere with the proposed scheme for remodelling the area. In support of this suggestion it was urged that the business requirements of the City of Sydney will not encroach to any extent upon this area for some time to come, and it might be taken for granted that when this did come, and it inevitably would, as in the parallel case of New York, then the business necessities of private firms will absorb, recompense, and sweep away this smaller class of buildings, which in the meantime would help to pay the cost of resumption.

The Minister for Public Works was in effect congratulated for having carried out certain improvements which had had the effect of still further overcrowding an already overcrowded area. And this is improved sanitation and improved hygienic conditions.

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#### ROCKS RESUMPTION AREA—SANITARY IMPROVEMENTS.

It has been publicly stated by a responsible member of the Government that two circumstances had arisen which had altered the whole position in relation to the improvement of the Rocks area : firstly, the unparalleled severity of the drought had seriously interfered with the commercial pursuits and life of the people, and had reduced the value of property, consequently no one was inclined to invest in property ; and secondly, the London money market, mainly, it was believed, because very large sums would be wanted for South Africa, was in a condition that it was harder to borrow than it had been for many years.

Under the circumstances it was alleged that the first thing the Government had to do was to transform the resumed area into a sanitary one, and in March last year it was declared, on behalf of the Government, that this had long been done, and the good work had been carried on, with the result that that part of the City would now compare in healthiness with any other City locality ; that being the case, it removed the necessity for immediate action in connection with the reconstruction of the area. In direct contradiction to this statement it has been publicly declared that the area since its resumption by the Government has developed into one of the most immoral parts of the City ; that no one who lived in the Rocks could point to one single improvement since the resumptions had taken place, but that, on the other hand, whatever cleansing had been done had been carried out at the instigation of the City Council, and where houses had been demolished the land had become a standing nuisance, and had become a dumping ground for rubbish heaps and tips for refuse of all kinds ; reputable residents, to the extent of some six hundred families, had left the place, and that, it has been stated, has led to the introduction of some of the most immoral houses in any part of the City. Scenes such as would never be tolerated in any part of the world are, it is alleged, to be witnessed there every night, and as for Sydney being the " Paris of the Southern Hemisphere," to quote the now historic phrase, it is said it only resembles that great city in the respect named.

These allegations do not support the statement that the resumed area has long ago been transformed into a sanitary area, or that the good

work alleged to have been accomplished long ago has been carried on. On the contrary there is apparently in existence a most deplorable condition of things, which demands an immediate remedy.

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### ROCKS RESUMPTION AREA—SANITARY, ETC., REQUIREMENTS.

During the years 1902 and 1903, five hundred and fifty-five notices were served by the Sanitary Department in respect of dwellings within the Rocks Resumption Area which were considered unfit for habitation, or which, from structural defects or a greater or lesser degree of importance, were adjudged to constitute a nuisance.

Of the number of notices given, three hundred and ninety have been complied with up to the present time, one hundred and nineteen have been partially complied with, and forty-six have not been complied with.

A large proportion of the notices classed as not complied with were served in respect of premises which were in so bad a structural condition as not to be worth repairing and only to be fit for demolition. About one-half of these, though still standing, are unoccupied, the tenants having been required to vacate by the Government.

In the notices classed as partly complied with, the extent of compliance with the Council's requirements varies greatly. In some cases—really in the majority of cases—the greater portion of the works demanded have been carried out, and but trifling defects remain unremedied.

The notices fully complied with to date included the demolition of a considerable number of dwellings, many drainage reconstructions, and the concreting of the floors of most of the water-closets in the area.

In general terms it is but right to state that the City Health Officer is satisfied there is now no overcrowding on the area. The minimum cubic space allowed per head by the Council's by-laws—that is, four hundred cubic feet in private houses and five hundred feet in common lodging-houses—is well observed. Only on three or four occasions have any infringements of these by-laws been discovered, and on these occasions, after the service of the usual notice, the overcrowding was in each case put a stop to. In any case where overcrowding in the area comes under the knowledge of the City Health Officer, the by-law will be at once enforced.

During the same period—1902 and 1903—seven notices were issued by the City Building Surveyor, under the 58th section of the Public Health Act, of which three have been fully and four only partially complied with. In three of the places portions of the work have been carried out, but the cellars of these premises are still damp, and general repairs are required. In the other case the notice was partially complied with, but only after considerable correspondence, etc.

With regard to the three cases where the requirements of the notices were complied with, the premises affected were the "A.U.S.N." Hotel in Kent Street, the "Harp of Freedom" Hotel in Prince's Street, and the "Great Northern Hotel" in Grosvenor Street. The action taken by the City Building Surveyor was more or less in conjunction with Inspector Mitchell for the licensing authorities, and although considerable efforts were made by the City Building Surveyor's Department to obtain compliance

with the notices, he inclines to the view that the work would not have been at any rate satisfactorily carried out had it not been that the licenses were liable to be cancelled otherwise.

The City Building Surveyor has also directed my attention to the fact that large numbers of timber and iron water-closets, wash-houses, etc., are being erected in this area often of old material and rough workmanship, knowingly, too, in direct contravention of the City regulations, and the City Building Surveyor considers the deplorable action of the Government in this respect, so marked a disregard of the Council's wishes as to the course of action comprises, quite unwarrantable, and one which ought to be strongly protested against, and in this conclusion every sensible person cannot but agree. The Government of the day, whilst it may be technically above the law in relation to its action, instead of setting its property in order and showing an example to the citizens, practically defies the law and persists in the erection of disreputable shanties, fully justifying the appellation of a slum landlord.

In explanation of the brevity of the list, the City Building Surveyor when called upon for an explanation reported that after the resumption by the Government had been executed, and in view of the Board's remodelling schemes, it was not thought necessary nor advisable to interfere where interference could be avoided. The City Building Surveyor considered that it was but natural to suppose any serious defects would be remedied at once, and the lesser ones as practicable, and that it would only hamper the remodelling plans to pick out premises here and there and request repairs.

Certainly in many cases where, previous to 1902, notices were served, many of the buildings have been demolished and some repaired; but, considering the time which has elapsed since the resumption was completed, it appears to the City Building Surveyor that sufficient attention has not been paid to structural defects affecting the health of the occupants.

I have called for a list of the premises, including those already referred to in the 1902 and 1903 notice lists, where the specified work has not been completed, so that I might personally communicate with the responsible Government Department, urging them to carry out the very necessary repairs and alterations needed, the City Building Surveyor in many of these instances having issued repeated communications from his department, but with little or no avail.

The following is a list of the premises referred to:—95, 97 and 99 George Street, cellars damp and general repairs required; 192 Prince's Street, terms of notice not fully complied with; 110 Cumberland Street, general repairs required; 103 and 105 Prince's Street, general repairs urgently required; 194 and 196 Cumberland Street, roofs of premises in a leaky condition; 147 Cumberland Street, fire station premises in a very bad state, and general repairs are required; 90 and 92 Upper Fort Street, basement floors require attention; 12 Cambridge Street, premises are in a bad state and general repairs are needed; 43 Cambridge Street, general repairs are required; 42 and 44 Gloucester Street, general repairs are required; 44, 46, 48 and 50 Harrington Street, small repairs are required—(in one of these, case No. 46, the room in the basement is very unsatisfactory); 47 Harrington Street, general repairs required; 2 and 3 off Margaret Lane (cottages), light general repairs required; 18 Grosvenor Street, floors on ground decayed and general repairs required; 8 Grosvenor Street, premises in a very bad state and damp—general repairs are also



required ; 11 Margaret Street, basement rooms require concrete floors and general repairs required ; 9 and 11 Playfair Street, ventilation, etc., and general repairs required. 75 George Street North, general repairs required.

This makes a total of twenty-nine dwellings, and it must be understood that in each case the various defects are such as may be liable to be injurious to health.

In March, 1903, a representative of the Government intimated through the columns of the public press that since the Government had had control of the buildings in the Rocks Resumption Area they had been transformed from seed-plots of disease into a healthy condition that left no room for anxiety in the future, and all the outcry about nothing having been done to prevent the recurrence of disease in the area was simply moonshine. Furthermore, it was stated on unimpeachable authority that the policy which the Government had pursued was a wise one, that is to put the whole area in a sanitary condition. As stated elsewhere, whatever has been done by the Government to place the premises in the area in an improved sanitary condition has been done in nearly every instance owing to the action of the City Health authorities, and is not owing to the volition of the Government. Contrast this statement made on behalf of the Government with the official report of the City Building Surveyor to myself in relation to the list of defective premises previously given, wherein the latter states that in many of these instances *repeated* communications have issued from the City Building Surveyor's Department with but little or no avail, and that in each case the various defects are such as may be liable to be injurious to health.

On receipt of the official report of the City Building Surveyor, which I called for on my own responsibility, I issued instructions that immediate steps should be taken to enforce compliance with the requirements in each case, and that the law should be enforced, as I personally decline to make any distinction between one property owner and another, even though one may be the Government of the day—an owner which ought to set a better example.

In addition to the notices served by the City Health Officer and the City Building Surveyor, twelve notices were issued from the City Surveyor's Department with regard to fences, excavations, removal of debris and stone from footways, etc., etc., and in all of these cases the requirements of the notices have been complied with.

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### THE LIQUOR ACT, 1898—LOCAL OPTION.

In my annual report for 1902 it will be remembered that I directed special attention to Section 28 of the Liquor Act, 1898, which provides that after the commencement of the Act the granting of a new publican's license or of a certificate of removal of a publican's license shall, within the area of every Ward of the City of Sydney, be contingent upon the vote of the ratepayers of such areas respectively, to be ascertained in manner provided—that is to say, the voting of ratepayers within the City of Sydney shall take place on the same day as that on which the annual election of Aldermen of the said City is held, after an interval of three years from the taking of the last vote of the said ratepayers under the provisions of the Acts repealed, and every subsequent vote shall take place on the corresponding day at intervals of three years from the taking of the preceding

vote. Sub-section 9 of section 28 enacts that all the provisions of the Acts relating to the Corporation of the City of Sydney, so far as they regulate or prescribe the qualifications and disqualifications of electors, the mode and place of holding elections, of appointing polling places, the mode of voting, etc., shall, subject to certain provisions of the Liquor Act, apply respectively to voting and voters at and to all officers taking part in respect of the voting of ratepayers for the purposes of the Liquor Act. Under the provisions of the Sydney Corporation (Amending) Act, 1900, annual elections of Aldermen ceased, and in lieu thereof it was provided that the election of Aldermen should take place once in every two years. The last local option vote took place in December, 1900, and some doubt was consequently entertained as to when the next vote would have to be taken. I therefore deemed it right to consult the City Solicitor on the point, and he advised that in his opinion there was no obligation on the part of the City Council to take such a vote in December, 1903, inasmuch as the machinery provided by the Liquor Act, 1898, could not be utilised for the purpose. He considered that it was quite clear from the terms of that Act that it was never contemplated that any vote of the kind should be taken except at the time of the holding of an election for Aldermen, whether contested or not.

The framer of the Sydney Corporation Act, under which the elections are held every two years instead of annually as formerly, in the opinion of the City Solicitor, evidently overlooked the terms of the Liquor Act regarding the taking of the local option vote, and made no provisions for the taking of the same under the altered circumstances created by the first-mentioned Act. Under Sub-section 14 of Section 28 of the Liquor Act provision is made where no ratepayers' vote is taken on the question of local option in any one year for such vote to be taken at the election held in the succeeding year. The City Solicitor, therefore, thought that the Council would comply with the Act as far as possible under the circumstances which had been created by taking the vote at the election of Aldermen to be held pursuant to statute in December, 1904.

He further suggested that as the Government has in contemplation the passing of a Bill amending the Liquor Act, the Colonial Treasurer should be made acquainted with the present defects in the Act so far as the City of Sydney is concerned, and be requested to insert a clause providing for the taking of the local option vote at such times as the elections of Aldermen are held, and this suggestion will be acted upon accordingly.

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## NEW SOUTH WALES PUBLIC DISASTER RELIEF FUND.

Reference was made at length in my report last year to the establishment of the New South Wales Public Disaster Relief Fund, consequent upon the terrible disaster following the explosion at the Mount Kembla mine in July, 1902.

The steps taken for the inauguration and formation of the Fund were given in detail, and at the close of 1902 a sum of £15,100 had been raised, which was increased during 1903 to £15,776 0s. 11d. The receipts to 31st December, 1903, according to the audited balance-sheet and statement of accounts, were as follows:—Proceeds of Saturday street collection under the auspices of the Hospital Saturday Committee, £1,008 17s. 6d. ; proceeds of concert, Miss Amy Castles, per Mr. J. C. Williamson, of Her

Majesty's Theatre, £427 2s. ; sundry contributions, £13,767 0s. 4d. ; bank interest, £573 1s. 1d. ; total, £15,776 0s. 11d. The expenditure included payments and out of pocket expenses in connection with Saturday street collection, £25 18s. 7d. ; expenses in connection with concert, Miss Amy Castles, £60 18s. ; advertising, exchange, etc., £57 16s. 3d. ; total, £144 13s., leaving a sum of £15,631 7s. 11d. standing to the credit of the Fund at the close of the year.

The General Committee, agreeably to the resolutions of the public meeting constituting the Fund, appointed from amongst themselves an executive committee of twelve, exclusive of officers, to which the powers and authorities vested in the General Committee were delegated :

The Mayor of Wollongong.  
 Alderman S. E. Lees.  
 Mr. M. Gotthelf.  
 Mr. John Wheeler.  
 Mr. Felix Randle.  
 Mr. Archibald Campbell, M.L.A.  
 Canon Boyce.  
 Mr. W. Moffit Burns.  
 Alderman R. G. Watkins.  
 Mr. Foley.  
 The President of the Sydney Labour Council.  
 Rev. W. G. Taylor.

The General Committee also adopted the following regulations for the management and administration of the Fund :

1. That the name of the Fund shall be " The New South Wales Public Disaster Relief Fund."
2. That the object of the Fund shall be—  
 For the relief of persons who may hereafter suffer from public disaster, subject in the first instance to the adequate relief of the widows, orphans, and other sufferers by the Mount Kembla disaster.
3. The management of the Fund shall be vested in the Executive Committee, which shall have full power to dispose of the Fund, and to frame, cancel, or alter by-laws for the regulation of the affairs thereof. At any meeting of the Committee, five (5) members shall form a quorum. The Committee may from time to time appoint other persons to be members of the Committee in addition to those now elected.
4. Any vacancies occurring among the members of the Committee may be filled up by the Committee at its next meeting, and shall be filled by the Committee at the meeting following such last-mentioned meeting.
5. The Committee shall have power to delegate all or any of its powers to any sub-committee, which shall consist of not less than three persons, all of whom shall be members of the Committee.
6. The Committee shall have power to appoint three trustees, in whose names the moneys standing to the credit of the Fund shall from time to time be vested, and the Committee shall appoint a new trustee or new trustees of the Fund

upon any vacancy arising by death, resignation or otherwise, and may appoint such officers as may be necessary for the proper administration of the Fund, at such remuneration as the Committee shall determine.

7. All investments of money belonging to the Fund shall be made in the name of the trustees in Government or other securities in which trustees are by law authorised to invest, provided that the trustees may with the approval of the Committee, or of a sub-committee appointed for that purpose, invest any of the aforesaid moneys by deposit at interest in any incorporated bank carrying on business in Sydney.
8. The Chairman may from time to time, and shall, if requested to do so by not less than five members of the Committee, summon meetings of the Committee, and notice of such meetings and the business to be transacted thereat shall be given by posting a notice to each member of the Committee at his last known address not less than three days before the day fixed for holding such meeting.

The General Committee subsequently passed a resolution appointing three trustees under the provisions of a regulation No. 6, the following gentlemen being appointed in their personal capacity irrespective of any official position now occupied by them, namely:—Alderman Thomas Hughes, Lord Mayor of Sydney; T. A. Dibbs, General Manager, Commercial Banking Company; J. Russell French, General Manager, Bank of New South Wales.

The General Committee also decided to issue an instruction to the Executive Committee that in dealing with applications for relief where the principle of payment by annuities could be prudently introduced, it would be preferable to the granting of lump sums, and that where children are concerned, the interests of such children should be paramount, and that the Executive Committee might from time to time vary the mode of relief in its discretion.

There were no disbursements on account of relief consequent on deaths or disablement during the year 1903, all claims in this connection having been undertaken and dealt with by the local Relief Committee at Wollongong.

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## NEW SOUTH WALES DROUGHT RELIEF FUND.

In January, 1903, a public meeting was held in the vestibule of the Town Hall to consider means for the relief of settlers in the country suffering from the disastrous effects of the long continued drought, the meeting being the outcome of a suggestion made by the Rev. J. E. Carruthers in a letter which appeared in the *Sydney Morning Herald* a fortnight before.

The Lord Mayor presided at the meeting, and stated that it had been called at the instance of a number of leading men connected with pastoral pursuits, and he felt sure that the general public only required to be advised of the true facts with regard to the extent and intensity of the distress existing amongst the hardy pioneers of the far west to stir them to an



immediate and generous response to the appeal. Thanks to the generosity of friends in other States, the Lord Mayor intimated that he was in a position to hand a sum of £300 over to the fund to be established, which had come principally from New Zealand and Tasmania.

The following resolutions were adopted by the meeting :—

1. That this meeting views with sympathetic regret the dire distress in which many settlers are placed through the effects of the disastrous and prolonged drought, and is of opinion that an organisation should be established to help those in distress and to strengthen the hands of the Government in extending help.
2. That a relief fund should be established to provide means for extending immediate relief to distressed settlers in urgent cases, such fund to be known as the Lord Mayor's Fund.
3. That this meeting is of opinion that the Government should take immediate and prompt steps to supply seed wheat and horse feed to distressed settlers unable to procure same for themselves.
4. That the Government be strongly urged to commence in real earnest the relief works sanctioned by Parliament, such as water conservation works and railway lines in the country.
5. That the Government be urged to expedite the dealing with applications for advances under the Advances to Settlers Act by appointing special inspectors to make immediate and prompt reports upon the applications, and also the necessity of extending the margin of advance beyond fifty per cent. on the value of securities.

A General Committee was appointed, with the Lord Mayor as president of the Fund; and at a meeting of the General Committee held subsequently, as a result of the efforts of Messrs. George Maiden (Messrs. Goldsborough, Mort and Co., Ltd.) and John Spencer Brunton (Messrs. Brunton and Co.), a strong executive committee was formed, with Messrs. G. Maiden, Frank Grimley, and J. Randal Carey, Hon. Treasurers, and Messrs. T. H. Nesbitt (Town Clerk) and H. C. Brierley, F.I.A.V., Hon Secretaries.

In the first instance the response to the urgent appeals for help were not only meagre, but deplorably inadequate; the public evidently not realising that there were thousands of their fellow-creatures who were suffering in the keenest possible way, and for whom something had to be done unless the common feelings of humanity were to be suppressed. When, however, the Executive Committee, with the powerful aid freely rendered by the daily press, made known the actual position with regard to the intensity of the distress which prevailed, the people responded to an extent which, it is most gratifying to report, enabled the actual needs of every worthy applicant to be expeditiously relieved.

The correspondence received from local committees in the drought-stricken districts indicated the nature of the relief afforded; and if it were possible to publish all the expressions of gratitude from the people who have been helped, subscribers would realise the immense amount of good which their contributions have done.

As the area to be covered by its operations was very extensive, the Central Committee saw at the outset that the best results could be produced only by a system of local distribution. Municipalities and Progress Associations were therefore invited to state the positions of their districts in relation to the drought. In good districts local committees were formed to collect funds, and in drought-stricken parts local committees were established to inquire into the merits of appeals and to distribute relief. It was insisted from the very outset that the distribution committees should, where such were available, consist of the following persons:—The Mayor, Police Magistrate, Inspector of Conditional Purchases, Officers in Charge of Police, Bank Manager, and President Farmers and Settlers' Association.

In the original appeal for contributions it was stated: "The object aimed at is the relief of actual want in cases recommended by the competent local authorities of the drought-stricken districts"; and this principle guided the work of the Committee from the commencement to the close of its operations. Instructions were given that no money was to be granted, but that relief should be given in the form of orders for stores only, and that no portion of the Fund was to be used for the purpose of liquidating past liabilities.

Distribution forms were supplied to each local committee, upon which particulars of the amounts disbursed were subsequently rendered to the Committee, and a certificate appended by three members of the local committee, as follows:—"The local committee has issued to persons in distress as the result of the drought, orders for stores to the value set against their respective names, which are to be utilised for immediate requirements only, and not for liquidation of past liabilities of any kind. The recipients have signed the order books. We certify that the above distribution was made by us after full inquiry into the merits of each case." The Central Committee in closing the Fund expressed its desire to place on record its appreciation of the valuable assistance rendered in the work of distribution by the members of the various local committees.

In several districts where no local committees were formed, it was ascertained that there was a large amount of distress, and the course followed in these cases was to refer the appeals to the police authorities. The keen personal interest taken in the Fund by the Inspector-General of Police, Mr. Edmund Fosbery, C.M.G., and the valuable work performed for the Executive Committee by that gentleman and his officers, deserve special mention, as without these it is certain some imposition would have been possible.

The Bank of New South Wales was specially thanked by the Executive Committee. Indeed, the value of the good work of this institution through its officers in both city and country can be fully appreciated only by the members of the Executive Committee who have shared it.

Special reference should be made to the generous contributions of the members of the Civil Service (amounting to about £2,000), and also to the splendid donation of £1,000 from the Trustees of the Cricket Association, also to the proprietors of the *Daily Telegraph* for the subsidiary fund which they inaugurated and which was of material aid to the Central Committee. The churches also nobly responded to the Committee's appeal.

Honourable mention, too, must be made of the ladies, who largely contributed to the success of the Drought Relief Saturday collection, and who were thus instrumental in gathering in nearly two thousand pounds, which otherwise would have been lost to the Fund. The good work done in this connection by the Honorary Secretaries of the Ladies' Committee—Miss Rose Scott, Mrs. G. Maiden, jun., and Miss Lizzie Kelly—deserves special praise.

A statement is appended showing the various districts relieved and the amounts disbursed. A glance at the map, and a perusal of the names of the places where the Fund has been in operation, will give some idea of the magnitude of the work undertaken and carried out. A further knowledge of the vastness of the Committee's labours may be gathered from the fact that the actual letters received and written in connection with the Fund total 10,109. This is exclusive of thousands of circulars, acknowledgments of contributions, police inquiries, and other printed matter, parts of which had to be written.

In closing their work, the Committee placed on record its deep appreciation of the confidence reposed in it by the general public—confidence which it ventured to believe, from the results achieved, has not been misplaced. It is but just, however, to add that the best efforts of the Committee would have been of comparatively little avail but for the splendid services of its esteemed Secretary, Mr. H. C. Brierley, F.I.A.V. (of Messrs. Brierley and Brierley, Incorporated Accountants), who devoted a considerable amount of his valuable time for months and months to the accomplishment of the ends the Committee has had in view. To his powers of organisation, business acumen, and untiring energy are very largely due the success that has been achieved, and the Committee unhesitatingly affirmed that the inland settlers and the community as a whole owed Mr. Brierley a debt of genuine gratitude for the self-imposed burden he has so cheerfully and capably borne in a noble cause.

The following statement shows the various districts relieved and the amounts disbursed :—

	£	s.	d.		£	s.	d.
Amaroo .. ..	65	0	0	Bendemeer .. ..	10	0	0
Angledool .. ..	50	0	0	Boggabri .. ..	122	0	6
Bogan Gate .. ..	325	0	0	Blayney .. ..	18	0	0
Balranald .. ..	255	0	0	Blackville .. ..	3	0	0
Bourke .. ..	505	0	0	Berrigan .. ..	150	0	0
Brewarrina .. ..	150	0	0	Bellbrook .. ..	5	0	0
Bingara .. ..	50	0	0	Budgee Budgee .. ..	15	0	0
Budgerabong .. ..	150	0	0	Barooga .. ..	30	0	0
Bowan Park .. ..	45	0	0	Condobolin .. ..	875	0	0
Breeza .. ..	10	0	0	Coonamble .. ..	280	17	6
Bungendore .. ..	406	0	0	Cowra .. ..	43	0	0
Bowning .. ..	30	0	0	Cudal .. ..	110	0	0
Bathurst .. ..	93	16	9	Cootamundra .. ..	120	8	3
Burrowa .. ..	10	0	0	Coonabarabran .. ..	200	0	0
Bethungra .. ..	23	0	0	Collie .. ..	50	0	0
Branxton .. ..	10	0	0	Coolamon .. ..	290	0	0
Bobadah .. ..	125	0	0	Carinda .. ..	105	0	0
Byrock .. ..	75	0	0	Camden .. ..	8	0	0
Boggabilla .. ..	5	0	0				
Baerami .. ..	10	0	0	Carried forward	£4,828	3	0

	£	s.	d.		£	s.	d.
Brought forward	4,828	3	0	Lake Cudgellico	15	0	0
Cargo .. ..	105	0	0	Leadville	5	0	0
Collector .. ..	16	0	0	Lucknow	5	0	0
Currabubula .. ..	51	0	0	Moree .. ..	315	0	0
Capertee .. ..	10	0	0	Manilla	9	0	0
Canowindra .. ..	20	0	0	Manildra	118	0	0
Collarendabri .. ..	75	0	0	Moss Vale	5	0	0
Cave Creek .. ..	30	0	0	Millthorpe	25	0	0
Currawarna .. ..	13	0	0	Murrumburrah	460	0	0
Dubbo .. ..	800	0	0	Mossgiel	400	0	0
Deniliquin .. ..	100	0	0	Molong	23	0	0
Drungaleer .. ..	7	10	0	Moonbi	5	0	0
Dandaloo .. ..	50	0	0	Merriwa	5	0	0
Dalton .. ..	15	0	0	Macksville	10	0	0
Duri .. ..	5	0	0	Mudgee	15	2	6
Denman .. ..	10	0	0	Mandurama	5	0	0
Eugowra .. ..	160	0	0	Mulgrave	2	0	0
Enngonia .. ..	25	0	0	Marulan	5	0	0
Forbes .. ..	800	0	0	Narrandera	1903	0	0
Fifield .. ..	100	0	0	Narromine	825	0	0
Forest Reefs .. ..	13	0	0	Nevertire	81	0	0
Finlay .. ..	75	0	0	Narrabri	650	0	0
Gunnedah .. ..	408	0	0	Nundle	5	0	0
Gunning .. ..	200	0	0	Nyngan	140	0	0
Gundagai .. ..	10	0	0	Oberon	13	0	0
Ganmain .. ..	175	0	0	Obley .. ..	5	0	0
Gilgandra .. ..	155	0	0	Oaklands	75	0	0
Goodooga .. ..	100	0	0	Parkes	700	0	0
Gulargambone .. ..	5	0	0	Peak Hill	500	0	0
Glenfield .. ..	10	0	0	Pitt Town	5	0	0
Grenfell .. ..	90	0	0	Prospect	5	0	0
Geurie .. ..	100	0	0	Penrith	7	0	0
Gulgong .. ..	205	0	0	Queanbeyan	700	0	0
Goulburn .. ..	5	0	0	Quirindi	18	0	0
Germanton .. ..	5	0	0	Quambone	70	0	0
Guyong .. ..	15	0	0	Richmond	5	0	0
Hay .. ..	753	0	0	Rye Park	35	0	0
Hillston .. ..	700	0	0	Rylstone	3	0	0
Henty .. ..	10	0	0	Stuart Town	73	0	0
Helensburgh .. ..	5	0	0	Singleton	113	18	1
Illabo .. ..	24	10	0	Sofala	5	0	0
Inverell .. ..	10	0	0	Somerton	5	0	0
Ingleburn .. ..	10	0	0	Savernake	45	0	0
Jerilderie .. ..	533	13	0	Sunny Corner	23	0	0
June .. ..	105	0	0	Scone .. ..	5	0	0
Kempsey .. ..	5	0	0	Trangie	228	0	0
Kildary .. ..	45	0	0	Trundle	100	0	0
Koorawatha .. ..	3	0	0	Temora	540	0	0
Katoomba .. ..	10	0	0	Tenterfield	10	0	0
Lockhart .. ..	43	0	0	Tucklan	75	0	0
Louth .. ..	5	0	0	Tarago	5	0	0
Lue .. ..	5	0	0	Tea Gardens	24	0	0
Linburn .. ..	15	0	0				
Lochinvar .. ..	15	0	0				
				Carried forward	£19,512	16	7



	£	s.	d.		£	s.	d.
Brought forward	19,512	16	7	Werris Creek ..	30	0	0
The Rock ..	80	0	0	Warialda ..	83	10	9
Tabar Springs ..	5	0	0	Wollar ..	10	0	0
Wilcannia ..	175	0	0	Windsor ..	10	0	0
Wentworth ..	200	0	0	Woodstock ..	5	0	0
Walgett ..	200	0	0	Wattamandara ..	5	0	0
Warren ..	555	0	0	Wyong ..	5	0	0
Wyalong ..	355	0	0	West Mitchell ..	6	0	0
Whitton ..	225	10	0	Wollumbi ..	5	0	0
Wellington ..	500	0	0	Young.. ..	503	0	0
Wallendbeen ..	48	17	2				
Wagga Wagga ..	5	0	0	Total ..	£22,524	14	6

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### FINANCIAL—GENERAL.

The financial transactions of the past year have been supervised by the Finance Committee with the same unremitting care and attention as in previous years, the efficient and economical management of the City Funds being eminently satisfactory. The detailed system of verification and check, to which reference was made at length last year, continues in full force and effect, and I have seen no reason to make any suggestion with regard to a departure therefrom.

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### FINANCE—RECEIPTS AND EXPENDITURE.

The capitalised value of City properties assessed for rating purposes at the commencement of the last financial year amounted to £44,795,111, and at the termination of the year it amounted to £44,834,440. The assessed annual value for 1903, including an estimated increase of £10,000, the product of the nett addition on the supplementary assessment, amounted to £2,029,103. The assessed annual value for 1904, including the land occupied by mains and pipes, is—gross £2,291,777, nett £2,072,600. It was estimated at the commencement of the year that the City rate at one shilling and ninepence in the pound, exclusive of arrears, would produce £181,352; it actually produced £173,036 5s. 3d. In addition to this sum, £6,512 12s. 7d. was received on account of accumulated arrears of rates. At the commencement of the year 1903 a sum of £12,175 was standing to the credit of the several revenue accounts of the Council, and at the end of the year the balance to the credit of the same revenue accounts stood at £39,173. The total liabilities of the Corporation at 31st December, 1902, was £1,588,182, and in respect of this liability there were funds in hand amounting to £53,182 to meet the obligations of interest, wages, and commitments on account of works in progress. At 31st December, 1903, the total liabilities of the Corporation were £1,617,526. The Corporation assets, against which annual depreciation is debited, were represented at £2,140,489, and the balance of surplus assets over liabilities was on 31st December, 1903, £522,963, or considerably over half a million pounds; the surplus at the end of 1902 being £507,676. With regard to interest, the rate payable on the loans is principally four pounds per cent. per

annum. During the current year the Streets Loan of £200,000, which bears interest at five per cent., will mature, and will be repaid by means of accumulated sinking fund and other available funds. Out of an aggregate of £1,585,000 debentures, only £35,000—compared with £45,000 last year—is chargeable with six per cent., and in January, 1906, the last debenture at that abnormal rate will be repaid.

All the accumulated sinking funds of the Council are invested in New South Wales Government Securities at £3 and £4 per cent. This investment undoubtedly possesses many advantages in affording collateral security to the debenture holders, but it has also serious disadvantages occasioned by the fluctuation in value which takes place in those securities and in relation to which it will be necessary to enlarge next year consequent upon the depreciation in value in connection with the repayment of the £200,000 Streets Loan. The Council possesses statutory authority to impose a rate not exceeding two shillings in the pound, and the margin available gives an uncalled rate revenue equivalent to fully £25,000 per annum.

It has frequently been said that the present Council and its immediate predecessor have not justified expectations. I make no reflection on previous Councils, and confine my observations strictly to the financial transactions undertaken by the two Councils under whom I have had the privilege to serve. Since 1900, owing to the retirement and transfer of high priced debentures, and the discharge of the heavy accumulated overdraft which was such a drain on the resources of the Council, a large annual saving in interest has been effected. A reduction of one per cent. on the overdraft and six per cent. on £75,000 debentures (Cattle Saleyards and Town Hall Loan) and two and a half per cent. on £20,000 (City Loan Fund) represents a saving in annual interest charges of £12,200, equivalent to a rate of three halfpence in the pound. Surely this must be regarded as good sound finance.

The revenues of the Council are derived chiefly from the imposition of rates, supplemented by rents of corporate property situated in George Street, Hay Street, Sussex Street, Kent Street, and the Exhibition Building in Prince Alfred Park, Town Hall lettings, City Organ recitals, and hire dues for the Small Stock Yards, Sussex Street; dues and rents from the Flemington Saleyards, dues and rents from old and new Belmore Markets, dues and rents from the Woolloomooloo Fish Markets and Cooling Chambers, rents from the Queen Victoria Markets, bailiffs' costs, fees and fines, and licensing fees in respect of auctioneers, hawkers, and hoardings. In 1903 the amount received in rates represented sixty-five per cent. of the total revenue, compared with seventy-three per cent. for the preceding year.

Reference is made elsewhere to the litigation which ensued consequent upon the Council's determination to assess land occupied by mains and pipes, when a verdict was given in favour of the Council whereby an annual contribution to the rates of £2,233 must now be made by the Australian Gas-Light Company, and £566 by the Sydney and Suburban Hydraulic Power Company. The Federal Government showed no disposition to recede from the attitude taken up with regard to repudiating liability for rates, and up to the end of 1903 nearly £8,000 accrued in respect of rates on property admitted by the State Government to be rateable before a change of ownership brought with it what may be legal

—seeing that in this instance, as in many others, might is right and equity is nowhere—but none the less discreditable repudiation, when the services rendered are taken into consideration.

Among the lost sources of revenue which should augment the City coffers are rates from the Railway Commissioners for tramway lines in City streets and tracts of land in the City, properties and wharves occupied and used by the Harbour Trust, license fees from auctioneers, public-houses, vehicles, lodging-houses and noxious trades; fees from the licensing and regulating of theatres, music halls, dancing halls and places of amusement; and fees from the administration of the Weights and Measures Act within the limits of the City, etc., etc. Legislative sanction has in all well-regulated communities handed over these important matters to the civic authorities; but in the case of Sydney might triumphs over right, and these sources of municipal revenue derivable within the limits of the municipality have been filched from the City of Sydney, to the benefit of the State as a whole, and to the consequent detriment of the City, involving increased taxation on the citizens to make up the deficiency.

The estimates for the year anticipated a revenue of £75,001, with an expenditure amounting to £252,647, thus showing an estimated deficit of £183,577 to be covered, after taking into consideration a sum of £12,175 to the credit of revenue accounts, by recoverable arrears of rates, and a rate of one shilling and ninepence in the pound, a reduction of one penny in the pound compared with the rate for the preceding year, and threepence in the pound compared with 1901.

The actual revenue received from all sources amounted to £273,746 17s. 7d., made up as follows:—City rates, £173,036 5s. 3d.; arrears of rates, £6,521 12s. 7d.; cattle saleyards dues, rents and sundries, £8,565 5s. 11d.; public parks dues and rents, £30,050 3s. 3d.; licenses, fees and fines, £3,802 10s. 4d.; and sundry receipts from other sources, £51,771 0s. 3d. According to the table prepared by the City Treasurer, it will be seen that the percentage of receipts is allocated as follows:—Rates, £179,557 17s. 10d., 65·59 per cent.; rents and hire, £23,849 7s. 1d., 8·71 per cent.; dues, £24,231 7s., 8·85 per cent.; licenses, fees and fines, £3,802 10s. 4d., 1·39 per cent.; and sundries, £42,305 15s. 4d., 15·46 per cent. Of the total rate to be collected, it will be observed that only ·82 remained uncollected at the termination of the year from ratepayers generally, compared with ·93 outstanding at the end of the preceding year.

The actual expenditure for the year amounted to £246,749 9s. 1d., made up as follows:—Interest and sinking fund contributions, £77,353; wages, £77,095 9s.; supplies and sundries, £54,188 11s. 1d.; advertising, printing and stationery, £3,307 4s.; water and sewerage rates, £1,398 6s. 10d.; fire insurances, £684 6s. 4d.; and public, etc., lighting, £16,028 4s. 5d. According to the analysis of the disbursements prepared by the City Treasurer, sinking fund contributions, interest on loans, exchange and commission absorb 31·35 per cent., compared with 32·02 in 1902; wages, 31·24 per cent., compared with 32·9 in 1902; metal, paving, coals, stores, supplies and general maintenance, 21·96 per cent., compared with 17·9 in 1902; gas lighting, 6·50 per cent., compared with 6·9 in 1902; advertising, printing and stationery, 1·34 per cent., compared with 1·11 in 1902; rates and taxes, ·57 per cent., compared with ·71 in 1902; insurances, ·28 per cent., compared with ·24 in 1902; and salaries, 6·76 per cent., compared with 8·22 in 1902.

While the surplus on the year's working is shown as £39,173, it must not be assumed that this is the consequence of an excessive rate struck last year ; the repayments from the electric light loan, as adjusted before the end of the year on opening the electric lighting account, as laid down by statute, on account of advances made during the year and several preceding years, the non-absorption of certain estimates and balances of unexpended estimates, and the receipt of two years' payment of rates from the Gas Company and the Hydraulic Power Company being principally responsible for this surplus.

It has been truly said that the policy of the reform Council has been to live within its income from year to year, to keep within the estimated expenditure, and to levy a rate to cover the reasonable requirements of the City, consistent with efficient government, and to regard an overdraft or a deficit as unsound in principle, bad finance, if not absolutely illegal. Each year must necessarily meet its own liabilities, so that if works are in progress and not completed by the end of the financial year there will be commitments and liabilities directly chargeable against the surplus available on the termination of the year. The accruing overdraft of 1900 was abolished in 1901, and at the end of 1901 a small deficit of under £2,000 remained. This disappeared in 1902, and at the end of that year a credit balance of £3,350 appeared. The financial position of the City is not only sound but creditable, and equal to any city in Australasia, ignorant detractors to the contrary notwithstanding, and is in many instances in a more satisfactory condition than many of the cities of the United Kingdom ; and the balance-sheet is a full and true statement of outstanding liabilities and assets. The excellent position in which the finances of the City now stand has not been attained by a policy of starvation in regard to necessary works or a policy of false economy in any direction. The expenditure on roads and footways for 1901 was £68,278 ; for 1902, £37,616 ; for 1903, £37,923 ; and is estimated for 1904 at £36,783 ; and this is quite apart from the expenditure on woodblocking out of Streets Loan Fund. As previously stated, the City rate was reduced twopence in the pound in 1902, and one penny in the pound in 1903. The Council can, therefore, very properly claim to have raised the efficiency of the service, reorganised the finances and placed them on a sounder basis, improved the condition of the streets, revolutionised the sanitation of the City, and at the same time reduced the taxation by £25,000 per annum.

In connection with the financial department of the Council, the most responsible of all departments, having regard to the direct personal responsibilities, it is my pleasing duty to acknowledge the valuable co-operation and assistance rendered by the City Treasurer and the General Auditor on many occasions during the past year when I found it necessary to make calls and demands upon them. Under their direction an effective check was maintained over the expenditure under votes, and all excesses were duly reported to the particular Committee affected, and also to the Finance Committee. I directed special attention to this matter last year, and I am glad to say that the spending committees manifest a laudable disposition to keep within the estimates for the year.

The amount expended under the Footways Estimate Vote totalled £7,895 13s. 3d., of which amount 64·72 per cent., £5,109 16s. 5d., was authorised by votes ; the balance, 35·28 per cent., £2,785 16s. 10d., was expended without specific votes. The expenditure without votes includes clerks' and overseers' wages, holiday and sick pay, etc., amounting in the



aggregate to £650, and all reinstatement works for which accounts were rendered during the year. From a return prepared by the General Auditor, which appears in the appendices to the annual volume, it will be observed that the expenditure for the year under the Streets Maintenance Vote amounted to £29,934 0s. 5d.; of which 20·54 per cent., £6,149 8s. 3d., was expended without direct votes. A perusal of the return will, however, show that of this amount, 12·57 per cent., £3,761 1s. 10d., was absorbed by the expenditure relating to the City generally, which cannot be controlled by specific votes, the amount named comprising payments in respect of holidays, sick pay, metal, clerks', watchmen, lamplighters', overseers' salaries, carting metal to stores, wages and sundry work at depots, material and sundries. The amount actually expended without votes was therefore reduced to 7·97 per cent. of the total, namely, £2,388 6s. 5d. This expenditure was fairly evenly apportioned over the several Wards, and was chiefly incurred on maintenance works of a minor character, the average cost of which would not exceed two pounds.

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### WARD REVENUE AND EXPENDITURE.

The following statement shows the total revenue received from each Ward, the actual expenditure in each Ward, and for purposes of comparison, the percentage of actual expenditure to revenue in each Ward:—

Ward.	Revenue.			Expenditure.			Percentage of Actual Expenditure to Revenue.	Percentage, 1902.
	£	s.	d.	£	s.	d.		
Belmore ..	7,737	6	11	3,362	17	7	43·4	40·8
Bligh ..	9,891	14	1	5,905	1	0	59·7	53·2
Bourke ..	38,944	4	9	3,859	9	2	9·9	12·1
Cook ..	6,650	2	4	4,110	18	10	61·8	40·2
Denison ..	8,842	4	11	3,229	15	9	36·5	38·3
Fitzroy ..	11,471	11	0	3,354	15	10	29·2	34·7
Flinders ..	9,532	11	7	6,120	1	8	64·1	48·0
Gipps ..	10,148	11	0	2,716	4	7	26·7	22·4
Lang ..	31,326	9	2	3,812	8	3	12·1	16·8
Macquarie ..	24,820	17	11	3,532	17	8	14·2	13·5
Phillip ..	13,360	0	7	5,109	16	7	38·2	34·1
Pymont ..	6,832	3	7	3,716	17	5	54·4	52·3
Total ..	£179,557	17	10	£48,831	4	4	27·19	25·9

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### FINANCE—CREDIT BALANCES.

At the end of the year 1903 the balances to credit on the several accounts of the Council stood as follows:—

	£	s.	d.
City Fund Account .. .. .	39,173	4	9
Public Markets Loan Fund .. ..	610	7	3
Suspense Account (Contractors' Deposits, etc.)	5,433	1	4
Assets and Liabilities Account .. ..	8,060	16	0
Interest and Debenture Account .. ..	19,559	10	0
Streets Loan Fund Account .. ..	7,529	18	9
Sinking Funds Account (Moore Street) ..	0	14	7
Total .. .. .	£80,367	12	8

## FINANCE—ASSETS AND LIABILITIES.

On 31st December, 1903, the total liabilities of the Council amounted to £1,617,526 13s., the assets aggregating £2,140,489 18s. 10d., leaving a balance, being surplus of assets over liabilities, amounting to £522,963 5s. 10d., the detailed items being as follows:—Assets: Balances to credit, £60,807 8s. 1d.; City rates outstanding, £12,831 12s. 2d.; Moore Street rates outstanding, £4,476 15s. 1d.; sinking funds, £306,758 0s. 2d.; landed properties, baths, resumed properties and sundries, £1,682,987 16s. 7d.; machinery, plant, furniture, stores, etc., £47,643 9s. 11d.; sundry debtors, £5,425 6s. 10d.; contra interest account, London, £19,559 10s. Liabilities: Debentures current, £1,585,000; balances to debit, £1,312 14s. 9d.; wages and accounts payable, £7,953 7s. 3d.; debenture interest payable, £23,260 11s.

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## MUNICIPAL INDEBTEDNESS.

It is a favourite assertion of those who attack the principle of municipal trading that rates increase as the debts grow, and having regard to the increase in the municipal trading debt of the City, which will take place during the current year in connection with the Electricity Supply undertaking, I think it right to expose the popular fallacy, and to state emphatically that the assumption is quite erroneous and is not supported by the figures.

For proof of this contention a reference may be made to the statistics of "The Stock Exchange Official Intelligence," published by the Committee of the London Stock Exchange.

The introduction to this elaborate statistical production contains a series of carefully compiled tables on municipal finance. These statistics, among other interesting details, give particulars of the remunerative and unremunerative indebtedness, the debt per head, and the municipal rates. An analysis of forty-two towns in which the remunerative debt exceeds the unremunerative, and a similar analysis of thirty-one towns in which the opposite is the case, was published in a recent number of *Traction and Transmission*. In other cases the two classes of debt almost balance, and these are not considered. The debt given is the net debt after deducting sinking funds standing to credit.

The debt and the rates average give the following result:—

	Average per head.	Average rates in the pound.
Towns having the major portion of debt in trading enterprise .. ..	£ 15 6-10ths	s. d. 4 7
Towns having the major portion of debt in unremunerative works ..	6 8-10ths	4 7½

This comparison appears in a much more favourable light when it is explained that the municipal trading towns include all the great centres of congested populations—Liverpool, Leeds, Manchester, Oldham, etc., where the rates for public health purposes are exceptionally high. A more detailed comparison shows in one case the towns where the remunerative debt is more than double the unremunerative, and in the other the towns where the unremunerative debt is more than double

the municipal trading debt. No test could be fairer, and these two comparisons substantiate the statement that municipal trading does not increase the rates.

#### LOW DEBT AND HIGH RATES.

Towns in which the debt for unremunerative undertakings is double or more than double the debt for remunerative purposes.

City or Town.	Population.	Debt.		Total Debt per head.	Municipal Rates.	
		Trading. £	Non-trading. £		s.	d.
Bootle .. ..	58,556	127,344	404,843	5½	3	2
Bristol .. ..	329,366	451,885	1,779,777	4½	5	4½
Cambridge .. ..	38,379	46,134	333,268	6½	3	9
Canterbury .. ..	24,899	59,435	124,004	6	4	7
Dudley .. ..	48,733	53,475	145,820	2½	4	6
Grimsby .. ..	63,138	66,580	133,063	2½	4	4
Hanley .. ..	61,599	104,401	247,985	3½	5	10
Norwich .. ..	111,733	25,424	679,726	3½	5	0
Oxford .. ..	49,336	110,843	407,459	8½	3	1
Reading .. ..	72,217	156,498	565,003	8½	5	3½
Richmond (Surrey)	31,672	89,374	274,373	8½	4	1
West Ham .. ..	267,358	102,503	1,562,075	5½	7	5½
York .. ..	77,914	122,820	463,142	5½	4	9½
Average .. ..				£5 10s. 6d.	4	8½

#### HIGH DEBT AND LOW RATES.

Towns in which the remunerative debt is double or more than double the unremunerative debt.

City or Town.	Population.	Debt.		Total Debt per head.	Municipal Rates.	
		Trading. £	Non-trading. £		s.	d.
Birmingham ..	522,204	10,877,370	5,419,637	25½	4	8½
Blackburn ..	129,216	2,258,228	1,134,064	22½	4	9½
Bolton .. ..	168,215	2,510,919	1,259,519	18½	3	5
Cheltenham ..	49,437	516,433	269,461	13	3	4
Glasgow .. ..	776,967	11,988,586	5,582,482	16½	3	0½
Huddersfield ..	95,074	2,406,481	877,193	31½	5	8
Manchester ..	543,872	16,530,551	6,489,251	33	5	7½
Preston .. ..	112,989	1,821,369	640,407	17½	6	3
Rochdale .. ..	83,114	1,217,849	626,445	19½	4	9½
Stockport .. ..	92,832	1,195,960	474,725	16½	3	10½
Stockton .. ..	51,408	1,270,481	148,427	23	4	1½
Warrington ..	62,242	727,921	374,978	14½	4	7½
Wigan .. ..	60,764	948,413	379,943	16½	4	2
Average .. ..				£20 11s. 6d.	4	5½

The towns in the first case are, with few exceptions, small towns whose sanitary expenditure is not heavy. To get even further into details, it is found that the towns that have the highest rates have invariably the least proportion of this debt invested in remunerative works. Thus Norwich has only £25,424 invested in trading enterprise and £679,726 in unremunerative purposes, and its rates would be four-pence more were they not relieved to that extent by markets and real estate. West Ham has only ten per cent. of its loans invested for remunerative purposes, Dudley and York only one-third, Reading and

Richmond one-fourth. In the case of Bristol, the docks have been placed under the head of unremunerative works. Oxford, on the other hand, which has the lowest rate, possesses old and profitable waterworks and markets and real estate, which relieve the rates to the extent of several pence in the pound.

The abnormally high rate in Preston, it should be explained, is due to the cost of maintaining the navigation of the Ribble, 2s. 0½d. in the pound, and Manchester's high rating is largely attributable to the rate of 1s. for the purpose of the Ship Canal. The conclusion is obvious to any reasonable student of higher municipal ethics and economy—municipal trading does pay.

In connection with the foregoing figures a comparison with the municipal indebtedness of Sydney at the close of the current year will no doubt prove interesting.

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### MUNICIPAL INDEBTEDNESS—COMPARISONS.

In a report issued in November last by the Right Worshipful the Mayor of Adelaide, attention is directed to the fact that Adelaide has a bonded debt of only £67,900, as against Melbourne, £1,490,000; Sydney, £1,535,000; and Brisbane, £383,000; and consolation is accordingly derived in that Adelaide is lightly burdened, while in the near future several extensive building leases fall in, and all the revenue producing concerns are healthy and expanding, and the Mayor stated that he therefore looked forward with confidence to Adelaide long maintaining its position, financially, as the soundest municipal Corporation among the capital cities of Australia. It remains to be proved whether on the basis of liabilities and assets—which I contend is the only true basis—Adelaide has ever occupied any such position, and I am surprised to find that Adelaide is even mentioned in the same sentence as Melbourne and Sydney, the circumstances being so entirely different. It is a financial fallacy to imply or infer that a large municipal debt means insolvency or that the ratepayers are overburdened. In a recent address by Sir Albert Rollit, M.P., in his capacity as President of the Association of Municipal Associations, the subject is very ably dealt with. Sir Albert Rollit said that debt does not necessarily imply—though it may, of course, imply—extravagance or decadence. On the contrary, capital, borrowed capital, protected by redemption and sinking funds, etc., and used for directly or indirectly reproductive works, may indicate progress and prosperity, and in the case of municipal corporations almost always do so. Parliament issues mandatory powers, and is constantly imposing new duties and functions, and the general result is a substantial nett profit, with a remainder, often, of free public works for posterity. Many non-productive works, which are, however, often remunerative in a much higher than a mere pecuniary or even material sense, are imposed upon corporations by Parliament, and indirectly they profit both present times and posterity by ministering to the health and strength, and so to the wealth of the people, to which facilities for recreation and rational enjoyment also contribute. Such expenditure, therefore, is economic, and a source of saving to the State and the locality, and happily the objective of modern political economy has shifted from mere material wealth to the better and wider objective of the welfare of mankind, while to have made life more liveable in great towns, in which



the bulk of the population have to pass their days, may in any renewed period of peril, of social or political crisis, prove to be the best security for life and property, and for the stability of the State.

Again, in the last report on Egypt issued by Lord Cromer, one of the greatest administrators even England has produced, the fallacy with regard to debt being insolvency or extravagance is ruthlessly exposed and will bear repetition. Lord Cromer says an increase of debt is not necessarily a sign of financial embarrassment. It might as well be said that a really sound company which raised more capital to extend a profitable business is showing signs of insolvency. Everything depends on how the money borrowed is spent. The greater portion of the present Egyptian debt is a dead weight on the country because the money borrowed was for the most part wasted. On the other hand, Lord Cromer asserts that the large sums of money recently spent by the Egyptian Government on public works have been highly remunerative, and that they have been far better employed than if they had been devoted to the redemption of debt.

Having regard to the opinions of practical authorities like Sir Albert Rollit and Lord Cromer, it is utterly ridiculous to assume that because one city may have a small debt and others apparently large ones, the former is in a sounder position financially. There is such a thing as municipal ineptitude and municipal stagnation, and any city which believes in a do nothing policy may very easily and with justice so far as monetary obligations are concerned lay claim to being lightly burdened. While Melbourne and Sydney are decidedly against extravagance and unnecessary public expenditure on any colossal or even minute scale, those cities believe in initiative and in progress, and in advanced utilitarian civilisation, and, to again quote Sir Albert Rollit, they believe in the institution of municipal public works, which supply the prime necessities of life in purity and plenty—pure air, pure water, pure light, pure dwellings, pure means of recreation, which gives the means to see and enjoy both the country and the town; which through sanitation convert even impurity into purity, and through impurity recruit and enrich the earth, which, by securing both private liberty and public order, add to all that which goes to make up

“This land of settled government,  
This land of old and just renown,  
Where freedom ever broadens down.”

To make comparisons as to financial soundness on the aggregate debenture indebtedness without reference to assets and accumulated sinking funds, population, and rateable value, all of which are cognate to the subject, is not only invidious but unjust, and a misrepresentation—unintentional it may have been—of the actual facts, and until the whole of these details are submitted for searching analysis I respectfully decline to subscribe to the dictum of the Right Worshipful the Mayor of Adelaide, or to accept a statement which is mere assertion, unsupported by facts and figures, that Adelaide occupies the position financially as the soundest Municipal Corporation among the capital cities of Australia.

It may be said with equal truth that the Borough of Camperdown, with a municipal debt of £16,000 is in a far sounder financial position than the City of Adelaide, because the latter has a municipal debt of £67,900, whereas those who are fully conversant with the facts in relation to the Borough of Camperdown know the contrary to be the case.

The statement is frequently made, and made with justice, that if the assets possessed by local authorities were realised they would produce considerably more than the capital outlay that has been incurred upon them.

Birmingham has a municipal trading debt of £10,881,203, other debt, excluding overdrafts, of £4,250,686, and a total debt, including overdrafts, of £15,504,675. But against this amount to credit in accumulated sinking funds is £510,701, and the estimated value of corporate properties is £16,094,897.

Bradford has a municipal trading debt of £5,027,058, other debt, excluding overdraft, of £2,301,181, and a total debt, including overdrafts, of £7,597,824. But against this the amount to credit in accumulated sinking funds is £486,105, and the estimated value of properties is £9,515,736.

Leeds has a municipal trading debt of £5,757,703, other debt of £4,555,479, and a total debt, including overdrafts, of £11,079,003. But against this the amount to credit in accumulated sinking funds is £706,574, and the estimated value of properties is £12,189,833.

Liverpool has a municipal trading debt of £7,951,059, other debt, excluding overdrafts, of £5,314,350, and a total debt, including overdrafts, of £13,642,871. But against this the amount to credit in accumulated sinking funds is £1,141,490, and the estimated value of corporate properties is £22,666,284.

Manchester has a municipal trading debt of £9,690,589, other debt, excluding overdrafts, of £9,977,425, and a total debt, including overdrafts, of £20,195,829. But against this the amount to credit in accumulated sinking funds is £271,031, and the estimated value of properties is £25,590,975.

Nottingham has a municipal trading debt of £3,428,862, other debt, excluding overdrafts, of £2,784,578, and a total debt, including overdrafts, of £6,466,041. But against this the amount standing to the credit of the accumulated sinking funds is £491,967, and the estimated value of properties is £7,446,182.

These examples can be multiplied *ad infinitum*, and the figures are abstracted from a Parliamentary return on municipal indebtedness. What applies to Birmingham, Bradford, Leeds, Liverpool, Manchester, and Nottingham applies with equal force, in greater or lesser degree, to Melbourne and Sydney.

I much regret that in the interests of Sydney, as a responsible public officer, I have been reluctantly obliged to comment adversely on the statement officially published by the Mayor of Adelaide, and which statement, according to the figures at present available, is an unjustifiable aspersion and reflection on the cities of Melbourne and Sydney.

It is within my own knowledge that the statement was given prominence to in certain English papers, and the poison having been administered the duty necessarily devolves upon me to apply the antidote, as I must respectfully decline to sit idly by and allow the financial fame of Sydney to be officially traduced or to allow judgment to go by default.

In conclusion, on this point I may state that the rate in Adelaide for the year 1903 was one shilling and ninepence in the pound, the same rate being levied in Sydney. At the close of the year the Corporation credit balance in Adelaide amounted to £759 11s. 5d., whereas in Sydney the credit balance on revenue accounts at the close of the financial year

was £39,173. The Corporation assets in Sydney, against which annual depreciation is debited, amounted to £2,140,489, and the balance of surplus assets over liabilities on 31st December, 1903, was £522,963, or considerably over half a million pounds, the surplus at the end of 1902 being £507,676.

“It is excellent  
To have a giant's strength, but tyrannous  
To use it like a giant.”

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#### DEBENTURE ISSUE—STREETS LOAN.

In March, 1903, the Council invited tenders for £50,000 of debentures, being series “A,” that is one-half of the amount authorised by the City of Sydney Streets Loan Act, 1902, to be raised for the purpose of wood-blocking or otherwise improving public ways within the City. The face value of the tenders received was £153,574 19s. 9d., and on the recommendation of the City Treasurer it was decided that only those at a premium of one shilling and sixpence and over should be allotted. The total sum of such tenders amounted to £50,111 19s. 1d., or a gross debenture sale of £100 4s. 5½d. The flotation and incidental costs were placed at £409 15s. 3d., and the nett price received was £99 8s. 1d., or a nett cost per cent. upon the whole loan of £4 0s. 5½d.

The actual amount of money offered, namely, £153,574 19s. 9d., was made up as follows:—£98,736 17s. 3d. at a premium, £48,400 at par, and £6,438 2s. 6d. at a discount.

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#### LOCAL INDEBTEDNESS AND SINKING FUNDS.

The following statement shows the capital or loan indebtedness of the Council, with the amount standing to credit in the accumulated sinking funds invested in the New South Wales Government Securities and other available assets at 31st December, 1903:—

Loan.	Loans Liability.			Sinking Fund and Assets.		
	£	s.	d.	£	s.	d.
City Fund Loan No. 1 .. ..	100,000	0	0			
City Fund Loan No. 2 .. ..	200,000	0	0	3,511	5	10
Streets Loan No. 1 .. ..	200,000	0	0	176,560	9	10
Streets Loan No. 2 .. ..	100,000	0	0	16,538	14	5
Streets Loan No. 3 .. ..	50,000	0	0	2,742	0	0
Town Hall Loan No. 1 .. ..	35,000	0	0	34,561	17	3
Town Hall Loan No. 2. .. ..	200,000	0	0	33,077	8	8
Public Markets Loan No. 1 .. ..	300,000	0	0			
Public Markets Loan No. 2 .. ..	150,000	0	0	27,672	15	4
Moore Street Improvement Loan	250,000	0	0	11,106	11	7
Moore Street Improvement Fund invested in 4 per cent. Funded Stock .. .. .				10,000	0	0
Public Markets Loan, 3½ per cent. Corporation Debentures .. ..				10,000	0	0
City Fund Loan Balance, 3½ per cent. Fixed Deposit .. .. .				3,605	15	4
Public Markets Loan, 3½ per cent. Fixed Deposit .. .. .				13,000	0	0
Balance—Liabilities over assets ..				1,242,623	1	9
<b>Total .. ..</b>	<b>£1,585,000</b>	<b>0</b>	<b>0</b>	<b>£1,585,000</b>	<b>0</b>	<b>0</b>

At the corresponding period 1902 the total loans liability amounted to £1,535,000, and the balance of liabilities over assets £1,241,819 4s. 6d., so that although the Council has increased the loans liability by £50,000, the balance of assets over liabilities shows an improvement of £803 17s. 3d.

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### MOORE STREET IMPROVEMENT RATE.

In September last a Bill to amend the Moore Street Improvement Act in certain respects was introduced into the Legislative Assembly.

This Bill, which can only be described as iniquitous in its attempted evasion of a contract, proposed :—

1. That after the commencement of the Act no further contributions to the cost of the improvements and interest thereon shall be payable by owners of property within the improvement area.
2. The amount of all such contributions paid before the commencement of the Act shall be repaid by the Council to the persons who so paid the same, or in case of the death of any such person to his personal representatives.
3. The amount so repaid shall be recouped to the Council out of the Consolidated Revenue Fund, and paid out of such fund under the authority of the warrant of the Governor.

Last year, in my annual report, I took occasion to refer somewhat strongly to the repeated attempts which were being made with the object of relieving the owners of property within the betterment area of the legal obligations imposed upon them. What I then said I unhesitatingly repeat. To depart from the conditions originally entered into now that the improvement has been carried out is in effect a deliberate and wilful breach of faith, and in the event of any proposed legislation being submitted which would result in any reduction of the betterment payments without giving the Council the necessary equivalent, such proposal should be strongly opposed by every legitimate means.

A reference to the report of the City Treasurer issued in January, 1902, shows that early in the year 1901 the State Premier had under consideration an Amendment Bill, its object being to afford the Council some relief from the unfortunate position which it occupies in regard to the Moore Street Improvement Rate in consequence of any ill conceived, crude and bungling enactment; but at that time, it will no doubt be remembered, a strong protest was made by some of the ratepayers within the area, the direct outcome of which was the suspension of the Bill and the appointment of a Royal Commission in the person of His Honour Judge Murray. The City Solicitor and the City Treasurer attended the Commission from day to day during the sittings, and in expressing an opinion, deduced from the evidence submitted in opposition to the claims of the Council, it appeared to the City Treasurer that the principal cause of complaint arose from the fact that the resumptions had been made at boom times, and the valuations which governed the assessments upon which the improvement rate was levied were correspondingly high and thereby excessive. This, the City Treasurer goes on to say, was unfortunate, but the shrinkage in values is a contingency



which could scarcely have been anticipated by some eight or ten years, and he very properly and very justly contends, in support of the Council's view of the case, that if the contention of the present owners of the property that they are called upon to pay a rate upon a higher valuation be sound, surely the converse that the City Council had to pay lump sums at the *then* market values as compensation, should receive some consideration. This contention on the part of the City Treasurer is unanswerable and calls for no comment.

I entirely concur with the City Treasurer when he urges that the Council should adopt measures to place the members of both houses of Parliament in possession of the facts appertaining to its liability under the Act in respect of the loan of £250,000, which was raised for the purpose of meeting the cost of resuming the surrounding properties and the formation of Moore Street under the advice and assessment of specially appointed expert valuers.

Last year I referred to the fact that numerous enquiries were being made with regard to any contemplated action having regard to the recommendations contained in the report of Judge Murray, and as similar enquiries have been made during 1903, I make no apology for again setting the facts fully before the Council.

According to the assessment made and signed by Messrs. R. P. Richardson, E. C. Batt, and Alexander Macqueen, the estimate of the total cost of opening the new street was £217,284, made up as follows :—

Freehold value of properties to be resumed			
under the Act .. .. .	£201,784	0	0
Estimated cost of forming new street ..	6,000	0	0
Approximate value of occupiers' interests	4,500	0	0
Allowance for contingencies .. ..	5,000	0	0
<hr/>			
Total .. .. .	£217,284	0	0

The actual cost came to £236,014 11s. 5d. Thus the half share of the estimated cost, £108,642, chargeable under the provisions of the Act to the ratepayers within the betterment area, fell short of the half share of the actual expense incurred by £9,365.

To meet the cost incurred, the City Council raised a loan of £250,000 as previously mentioned, bearing interest at the rate of four per cent., of which sum the property owners within the betterment area were to provide £108,640, and the general body of ratepayers through the City Fund, £141,360. The annual interest, £10,000, was apportioned as follows :—Betterment area ratepayers, £4,345; City Fund, £5,655; so that the general body of ratepayers actually contribute a larger proportion than was originally contemplated, and this has again been increased since the beginning of the year 1899 by the Council having voted from the City Fund an annual contribution to the Sinking Fund.

In regard to the Sinking Fund, upon the recommendation of the then City Treasurer, Mr. Anderson, the Council in 1899 authorised an added annual contribution of £200 from the City Fund. This sum will yield from the date of its investment until the maturity of the loan £100,635—the amount regarded in 1899 as the approximate deficiency; but the estimate was made upon the assumption that £82 per annum would be received from the betterment ratepayers. In 1901 the year's returns gave £9,

consequently, to review the figures upon which adjustment was made, an annual loss of £73 accrues. This sum, dating from 1900 upon a three per cent. compound interest investment, would yield £34,483.

The City Council, in carrying out this improvement under the specific conditions of an Act of Parliament, have done so in all good faith, believing that the obligations legally imposed upon the proprietors of property within the betterment area would be carried out in their entirety and no attempt made to evade their obligations even by what must under the circumstances, should the bill previously referred to ever become law, be described as legalised robbery.

It must be remembered that the loan which was raised by the City Council, under the provisions of the Act, for the purpose of meeting the cost of resuming the surrounding properties and the formation of Moore Street, was undertaken under the advice and upon the assessment of specially-appointed expert valuers, thoroughly acquainted with the conditions. That the Act itself was an experimental piece of legislation, since proved to be defective, must be apparent to all who have studied it in the sight of the report presented by the Royal Commission. The contributions annually made by the Council have already been increased by £200 per annum, as previously stated, and owing to the faulty and defective provisions of the Act in relation to recovery from owners of properties within the betterment area, whereby the Improvement Rate can only be recovered where the property remains in the hands of the original owner as scheduled, an additional sum of £8,539 8s. 5d. is at present irrecoverable. Unfortunately the Act as it now stands does not define the question of ownership and consequent liability, a position which the Council anticipated they would be released from under a Bill which came before Parliament early in 1901, but, owing to the opposition of certain rate-payers within the area, it was suspended and the Royal Commission appointed. That some legislation may be necessary in order to remedy the faulty provisions of an Act, for the drafting of which the Council is in no sense responsible, in relation to this matter is not denied, but any attempt to relieve the proprietors within the betterment area from their legal obligation to contribute at the expense of the general body of rate-payers, and without providing a necessary equivalent, would, I submit, be unjust in the extreme, and ought, therefore, to be strenuously opposed and most strongly resisted.

As an indication of the gross ignorance of the subject displayed by the framers of the Bill introduced into Parliament last year, it may be mentioned that although the Bill provides that the sum to be refunded, approximately £56,000, shall be recouped from the Consolidated Revenue Fund, nothing whatever is said about repayment of the loan at its maturity nor the annual interest for the next eighty-seven years. Furthermore, there is no reference to any provision for a Sinking Fund, which is originally raised by a percentage deduction from the contributions, *i.e.*, each payment is credited in proportion to the Capital and Sinking Fund upon a four per cent. basis extending over a hundred years. Consequently if the specious argument is again paraded that the Council will lose nothing by virtue of the provision in the Bill just referred to, it is altogether beside the question, as the annual interest payable on the proportion of the loan allocated to the betterment area is £4,345, namely, four per cent. upon £108,640, and a Sinking Fund approximately £300 per annum. This means that a sum of £404,115 in interest and Sinking Fund will have to be paid by the City proper without the extra rates return, which at present,

notwithstanding the difficulties of a clumsily drafted Act, is £1,714 for the betterment of Moore Street. If Parliament seriously contemplates any intention to relieve the betterment area ratepayers, it should not be by, as I have said, legalised robbery and legalised renunciation of obligations, but it should at least take that portion of the £250,000 Moore Street Loan, viz., £108,640, which is the sum allocated to the Moore Street Improvement Fund, the remaining £141,360 being already charged to the general City Fund Account. To attempt by any other means to relieve the betterment area ratepayers would be an act of monstrous injustice. Indeed, the rough and ready manner in which the Bill proposes to deal with the question indicates a recklessness and carelessness as regards legalised obligations, present and future, which are the basis of a contract absolutely without parallel, and a childlike faith in the elasticity of the Consolidated Revenue Fund, which is really sublime in its intensity.

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### OUTSTANDING PAVING, ETC., ACCOUNTS.

Last year I had occasion to direct attention to the apparently abnormal amount of outstanding accounts for sundry works performed and services rendered, such as paving streets, repairs, refuse removal, sale of manure, etc.

For 1901 and previous years a sum of £459 11s. was owing, and for 1902, £1,258 6s. 6d., making a total of £1,717 17s. 6d. A special effort was made by the City Treasurer during the past year to recover outstanding accounts, failing which it was intended in accordance with the suggestion made by the Government Auditors to ask the Council to approve the necessary authority to have all statute barred and other irrecoverable accounts written off the books. At the end of 1903 the outstanding accounts were as follows:—For 1901 and previous year, £200, as against £1,717 17s. 6d. at the end of the preceding year, to which must be added the accounts outstanding for 1903, viz., £1,118 8s. 5d., making a total outstanding at 31st December last of £1,318 8s. 5d. The City Treasurer is fully alive to the importance of promptitude in the collection of accounts of the nature alluded to, and every effort is made to secure prompt payments. It is but right to add that these accounts fluctuate very much, and the fact that a considerable sum is apparently outstanding at the close of the financial year must not be accepted as conclusive that these accounts are in any way neglected. They are quarterly accounts, and are not delivered until the expiration of the quarter to which they relate, which in this instance ends on the same day as the financial year, and accounts for the last quarter of the year would not therefore be served until the beginning of the first quarter of the following year.

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### REGISTER OF CONTRACTS.

The detailed Register of Contracts and Bonds referred to in my last Annual Report was introduced on 1st January, 1903, and has been regularly kept during the year in the Town Clerk's Department. The Government Auditors have expressed themselves as thoroughly satisfied with the method adopted.

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## REGISTER OF FIRE INSURANCES AND GUARANTEE POLICIES.

The detailed register of all fire insurances effected by the Council in respect of Corporation assets, such as details comprising the situation and description of the property insured, the amount of insurances effected, the Company by whom the insurance is undertaken, and the annual premium payable, was introduced on 1st January, 1903, and has given every satisfaction in expediting reference. A register of guarantee policies, giving the name of the officer guaranteed, the nature of the office, the salary paid to the officer, the amount guaranteed, and the amount of premiums payable, has also been in operation since 1st January, 1903.

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## RENTS RECEIVABLE.

The system adopted in 1902 whereby a fortnightly return is submitted to the Finance Committee by the City Treasurer showing all rents outstanding for a period of four weeks and over has worked exceedingly well in practice, and has been beneficial in keeping the Council regularly posted with regard to defaulting tenants. The rents outstanding at the end of last year were as follows :—

Queen Victoria Market Buildings .. ..	£859 16 11
Sussex Street Buildings .. ..	45 9 8
Kent Street Buildings .. ..	8 2 0
Hay Street Buildings .. ..	19 10 8
Homebush Buildings .. ..	4 17 6
Haymarket Buildings .. ..	112 10 0
<b>Total .. ..</b>	<b>£1,050 6 9</b>

\* \* \*

## TOWN HALL LETTINGS.

The lettings of the Centennial Hall from the 1st January to 31st December, 1903, amounted to 167 in number, and of the vestibule 14, or a total of 181 lettings, compared with 161, 21 and 182 respectively for the same period of 1902. The total receipts from lettings amount to £2,417 12s. 6d., compared with £2,534 6s. in 1902 and £2,368 15s. 9d. in 1901. A sum of £73 16s. was also received last year for rent of basement, use of platform, gas stove, and dais, sundries, etc., making the total receipts for 1903, £2,491 8s. 6d.

Hitherto the electric lighting plant at the Town Hall has been controlled by the Chief Mechanical Engineer, two engineers and a fireman, and the plant has been maintained in good working order.

Under the new arrangement connected with the Electricity Supply undertaking whereby the Town Hall generating station will be adopted to the purposes of a sub-station, it will be necessary to reorganise the staff and to place any sub-station attendants who may be appointed under the immediate control of the Electrical Engineer, and this course will be recommended when the proper time arrives.

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## RESIDENT CARETAKER—TOWN HALL.

The appointment of the Lord Mayor's Orderly as Resident Caretaker of the Town Hall has been attended with very satisfactory results. The appointment involved certain changes being made with regard to the cleaners' attendance as watchmen on Sundays, which attendance had hitherto been requisite, but which under the new arrangement became quite unnecessary. Electric bell communication from the front door to the Caretaker's rooms was provided, and as the Caretaker is in regular attendance to attend all calls, all other attendance was dispensed with.

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## TOWN HALL REGULATIONS.

As considerable doubt and difficulty occasionally arose in relation to the construction and interpretation to be placed upon certain clauses and words in the published scale of terms and conditions upon which the Town Hall and vestibule could be hired for certain purposes, I reported to the Finance Committee in November last that the Chief Clerk, Mr. Layton, who had had the general management and supervision of the lettings for some considerable time past, and myself had carefully considered the scale of lettings and the conditions of letting generally, and as the result of the conference certain suggested amendments in the scale were made to the Finance Committee, but more particularly with regard to the phraseology, so that certain doubts which existed might be properly cleared up.

The actual scale of lettings so far as the respective amounts are concerned, and which it is generally acknowledged are fair and reasonable for the amount of accommodation and convenience provided, it was agreed should be left entirely as before, that the monetary scale adopted by the Council, 9th March, 1898, should be adhered to in its entirety, and the unwise custom which has developed as to making a reduced charge for religious services done away with as being altogether wrong in principle and distinctly opposed to business considerations, besides being absolutely unauthorised, such reduced charge having been improperly interpolated into the scale of lettings without the knowledge and consequently without the authority and imprimatur of the Council.

Apart from this important fact, however, the Committee recognised that it was injudicious to make a special scale of lettings for any sectional portion of the community, and that such a course undoubtedly tended to abuse and gave rise to possible charges and suggestions of favouritism. If deemed desirable by the Council there appeared to be no objection to grant a concession by way of discount in consideration of an extended period of hiring by religious bodies just the same as to any other hirer on the basis of a percentage reduction at the rate of charge to that already laid down in other cases. It was, however, felt that to grant a concession to any one religious body or denomination at the expense of the general body of ratepayers, and to make what can only be described as a specific contribution to the funds of such body to the extent of the difference between the ordinary rate and a reduced rate merely because the hirer was or claimed to be a religious body, was diametrically opposed to sound economic business principles—principles upon which the Town Hall should be managed as a business concern for the benefit of the ratepayers as a collective body. Indeed, it is within my own knowledge that some

representatives of religious bodies have occasionally expressed surprise that any special rate of charge should have been devised for their benefit, and it is a mystery at present how such reduced rate ever came to be interpolated in one published scale *without authority* whilst it was altogether absent from another, the latter being the officially published scale approved and adopted by resolution of Council.

The annual charge which has to be met for interest on loan and contribution to the sinking fund irrespective of the amount to be provided in respect of maintenance, upkeep, and other incidental annual charges in respect of the Centennial Hall, as distinguished from the Town Hall buildings, is £9,400, a sum which, it will be observed, is equivalent to a rate of more than one penny in the pound on the present rateable value of the City. The aggregate revenue from lettings of the Centennial Hall approximate to £2,250 per annum, thus leaving a deficit of £7,150 on interest and sinking fund alone to be met by means of rate payable by the general body of citizens. Consequently every concession from the regular established rate made in favour of one section of the community increases the charge which has to be met by the citizens as a whole, and having regard to this fact, quite apart from the question of the unauthorised reduction hitherto made, it appeared to the Committee that as the regular rate was perfectly fair and reasonable, and not in any sense extortionate or excessive, such rate should be adhered to and the authorised scale of lettings enforced. In adopting this course, no alteration in the printed scale of charges was involved.

Again, in the old regulations relating to the charges to be made for night use of the Hall between 6 p.m. and 11 p.m., an optional power appeared to be given to the officer primarily responsible for the letting of the Hall to impose higher rates than those specified which appeared to have been determined upon as a minimum. An optional scale of charges can never be regarded as satisfactory, and its recognition places the officer in an invidious position and gives him a discretion which might be improperly employed. It was admitted, therefore, that the charge ought to be not only definite, precise, and clear in character, but quite free from any possible misapprehension. It is true that the optional power which the regulation heretofore in force appears to convey has never been acted upon so far as can be ascertained, but in order that the matter might be placed on a satisfactory footing, the Committee determined that the optional words should be eliminated from the scale on the ground that they were unnecessary and served no useful purpose.

The words "personal profit" in the old regulations have invariably been productive of much misunderstanding and occasional dispute owing to the fact that a definition satisfactory to both parties is one of considerable difficulty, and indeed has never been arrived at. Bazaars and flower shows have usually been recognised as being outside the definition of the term and as coming within the regulation for the purposes of the concession as regards the discount allowed in respect of consecutive lettings whether held for charitable purposes or not, and, generally speaking, it was not suggested that objects of this and a kindred character when not held for a charitable purpose should be interfered with, but that the regulations as regards them should be adhered to. But it was necessary to point out in this connection that where bazaars and flower shows have already been booked at the reduced rate for charitable purposes, which reduced rate is in effect a rate of letting based upon the estimated nett cost of running the Hall, a further percentage reduction offered by way of discount for not less

than four consecutive daily lettings had the effect of letting the Hall at a rate less than the actual cost to the Council, and this effect could not surely have been foreseen or contemplated.

In addition to providing that bazaars and flower shows, whether held for charitable purposes or not, should have the benefit arising from the reduced scale of lettings for an uninterrupted letting of four days, it appears to have been the intention—an intention which was honoured throughout in observance, and which has been accepted heretofore generally speaking as a proper interpretation—to make the concession embodied in the paragraph applicable when the Hall is let for the term specified for charitable purposes. Under these circumstances the Committee decided to amend the regulation by striking out the words “personal profit” and inserting the words “other than charitable purposes” in lieu thereof, as in the opinion of the Committee this emendation would meet all requirements and clear away all doubt and misapprehension, besides simplifying the accounts for the General Auditor and the Government Auditors. The adoption of the amended regulation cannot possibly entail any hardship, as no one can reasonably expect to obtain the use of the Hall for even charitable purposes at a rate less than the actual cost to the Council.

With regard to the term “charitable purposes,” this term is one which is very debatable, and there is a constantly growing tendency to make “charitable purposes” more and more elastic in its operation, applications of every conceivable character being made from time to time with a view to getting the advantage derivable from the reduced rates of charges for letting. Having regard to this tendency and the frequent nature of certain applications and possible friction arising, it was decided that a precise definition ought to be arrived at and a rule clearly laid down. In support of this view it was held that by the establishment of a well-defined regulation, the responsible officers of the Council would know how to act, and they can then act promptly in such cases, with the result that the Committee will undoubtedly be saved from considering numerous applications and possibly from having to make invidious distinctions. The practice of considering each application as it arises is unsound and has the effect of placing the Committee in an unenviable position, whereas once established by regulation no difficulty need arise. At times it has been urged that the proceeds of certain concerts are to be applied to purposes of a charitable nature. From the sympathetic standpoint this statement is no doubt correct in the abstract, but there are charitable objects *and* charitable objects, and investigation and enquiry has clearly shown that many of such objects and purposes are, generally speaking, purely local in their application, instead of being, as they ought to be, entirely cosmopolitan, and that these purely local and restricted purposes were never contemplated or intended to be included in what is known as the reduced rate for charitable purposes. Whilst charitable objects may in themselves be good enough to fully justify personal sympathy and approval, any application of proceeds which is entirely or chiefly restrictive in character, or in any way limited to local as distinguished from general purposes, cannot consequently be considered in the nature of a public charity with a justifiable claim to the concession, and under such circumstances the ordinary rate should be adhered to as being the fairest and most equitable to all concerned. Furthermore, the fact should not be lost sight of that whilst individuals may exercise personal sympathy, the Council as a corporate body are



trustees for the citizens as a whole in controlling and properly administering public property, and any action taken must as a matter of common justice be in the interests of the community as a whole and not for the advantage of any particular section. It, therefore, necessarily follows that if the funds are to be appropriated even to an infinitesimal or unappreciable extent the principle of trusteeship is undoubtedly violated by illegally making the greater contribute to the lesser, because that is what it really comes to.

It is within my own knowledge and experience that through a sympathetic feeling with charitable objects the same kind of trouble has repeatedly arisen in other corporations, and in such cases the generally accepted definition has been to construe the words "charitable purposes" to mean and comprise only those recognised public charities, cosmopolitan in character, which are supported and maintained by voluntary contributions and are administered for the benefit of necessitous portions of the community as a whole as distinguished from sections, and quite irrespective of any denomination, class or sect. This definition has been found in actual practice to be sufficiently wide and comprehensive in its scope to meet all demands, and the adoption of a definition of a similar character would undoubtedly place matters on a much more satisfactory footing than they are at present in this particular connection, and thereby obviate suggestions of partiality. Although no rule has hitherto been laid down, the definition suggested is in effect recognising the custom which has generally been adopted in the past, but the effect of that recognition will be to dissipate much doubt. The Committee decided to adopt the definition referred to.

Another thing which the Committee decided should be made clear and distinct in connection with the letting of the large Hall is that the vestibule is not necessarily as a matter of right included within the letting. When not required for any other purpose it has been customary as a matter of convenience or privilege to allow it to be used in connection with the large Hall, but it does not and never has formed part of the letting, being entirely separate and distinct for all purposes from the large Hall, and the Committee therefore decided to amend the regulations so as to make this point clear, and also that the present unwritten regulation be adhered to, namely, that the Council reserve the right to let the vestibule to another hirer, even though the large Hall should be engaged for an entirely different purpose. This amended regulation, it must be remembered, does not interfere with existing arrangements in any way, being exactly in conformity with the custom now prevailing, but to prevent any misunderstanding arising it has now been embodied in and forms part of the regulations.

Under the heading of "Miscellaneous" it was also decided to insert an amendment in the clause which provides that "the City Aldermen and the Town Clerk or his departmental representative shall have admission to the Town Hall at all times." The suggestion was not made with a view to any privilege or favour being conferred on any officer or any department, but experience has shown that for administrative purposes it is highly essential that the stipulation should not only be understood as at present by hirers, but clearly laid down by regulation, so that should necessity arise, admission can be secured without question and without delay should circumstances require it.

Without making any formal recommendation to the Council on the matter, the Committee has in effect approved of certain suggestions



made some time ago with regard to the Town Hall being at all times under the control of the Town Clerk or his departmental representative, and that when the Hall is engaged and attendants are required it should be a condition of letting that the uniformed employees of the Council should be engaged at a fixed charge to be paid by the hirer. Experience in those cases where it was adopted during the past year as an experiment to test its value has already shown the advantage accruing from this arrangement. The importance of the suggestion must be plainly apparent. It will, as pointed out last year, certainly give the Lord Mayor's orderly, who is invariably in attendance when the Hall is engaged, much better and more complete control and supervision over the opening of the doors and the admission of the public, and thus prevent unnecessary crushing, confusion, and disorder, and possible accidents. Furthermore, I last year directed attention to the fact that certain managers of entertainments, etc., are not quite satisfied with the regular plan of seating accommodation provided by the Council, but insist on appropriating every available corner for their own advantage, to the consequent risk and inconvenience of the audience. Plans showing the approved accommodation being available, the Committee, on my recommendation, in the interests of public safety, which must be the paramount consideration, as well as public convenience, decided that it should be a condition of letting that these plans will be rigidly adhered to, and the Lord Mayor's orderly has been authorised to remove all seats not shown on such plan unless written consent and permission under the hand of the Town Clerk has first been obtained for the provision of such additional seats in places and positions to be approved by the Town Clerk as representing the Council.

Again, hitherto there has been no regulation with regard to making good any loss or damage to the Council's property during the time the Hall is in the possession of the hirer; an "understanding" exists, but an understanding is difficult of enforcement. A regulation to this effect has been approved and is now inserted in the conditions of letting if approved by the Committee, and the Town Clerk has been given authority to demand a deposit from the hirer to meet any claim for damage or loss arising during the tenancy of the Hall should the Town Clerk be of opinion that the necessities of any particular case require such deposit to be made. This regulation has been found in practice to be imperatively necessary.

Articles of clothing, jewellery, and other property of members of the audience assembled in the Hall have occasionally been lost or left behind, and complaints have been made as to the inability of parties to recover such property, and that no recognised system of registration has been adopted in relation thereto. Whilst the Council cannot in any sense be held responsible for such articles of property, seeing that it is quite possible for other members of the audience who may be dishonestly inclined to take them away from the building without the knowledge of the Council's officers, it will be apparent that the stipulation that the Council's attendants shall be engaged will afford an additional means of security to the audience in this particular respect, and instructions have been issued to the Lord Mayor's orderly and to the attendants generally that all property of every description or kind found in the Hall during the progress of or after the completion of an engagement shall immediately be delivered by the attendant finding the same to the Town Clerk for registration and retention until properly claimed and restored to the

owner after advertisement or otherwise on satisfactory proof of ownership being furnished. Furthermore, in the event of its being ascertained that an attendant in the employ of the Council does not rigidly obey this regulation, such attendant would not only render himself liable to severe punishment, but would be punished accordingly by suspension or dismissal from the service.

These suggested and other minor regulations as approved by the Finance Committee and subsequently adopted and confirmed by the Council have been embodied in the conditions of letting, and were duly brought into operation as and from 1st January, 1904. A copy of the regulations and scale of lettings appears in the appendices.

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### TOWN HALL DECORATION.

The question of redecorating the Town Hall, corridors, and annexes has from time to time been under consideration, but from a variety of unforeseen causes was not proceeded with until last year. In September, 1902, the City Building Surveyor reported that the estimated cost of carrying out the work would be for the decoration of the Great Hall £1,250, and for the decoration of the corridors and annexes £200, a total of £1,450, for which provision had been made in the annual estimates for 1902. At a subsequent date the City Building Surveyor suggested that Mr. Vernon, Government Architect, and a gentleman of consummate taste, should be asked to look over the sketch designs, and this suggestion was acted upon.

Representations having subsequently been made to the Lord Mayor by the Master Painters' Association with regard to the inconvenient season of the year contemplated for the execution of the work, it was decided to leave it over until October, 1903.

In October last, therefore, the Lord Mayor forwarded a minute to the Finance Committee recommending that early steps be taken to have the work of repainting the Hall carried out as provided on the estimates for the current year, viz., at an expenditure of £1,200. The Lord Mayor further stated that after giving much consideration to the question of decorating the walls and roof of the Hall in colours, he had come to the conclusion that the experiment should not be attempted. In support of this view it was pointed out that the Hall possessed a dignity and simplicity of its own which would be hopelessly marred by anything but the most skilful handling in colours, and almost any colour scheme which might be suggested would be out of harmony with the cream and gold decoration of the great organ. The Lord Mayor consequently strongly urged that the members of the Council should content themselves with cleaning the Hall and repainting it in the pale ivory tones originally chosen. The minute of the Lord Mayor was referred to the City Building Surveyor for his observations thereon.

The City Building Surveyor, in reporting, stated that there appeared to be some misapprehension regarding the Great Hall, as the walls of the same had never been painted or treated in any way, the tone being derived from the exceedingly pure white of the finished coat of plaster work, which is exceptionally fine work.

In his opinion any attempt by means of paint or other process to restore the original purity of whiteness and surface would be to attempt an utter impossibility.

The decoration of the organ front had, he stated, been carried out so as to harmonise as closely as possible with the whiteness of the plaster work, but was intended by the organ builders even at that time to be ornately decorated. The interior details of the Hall and annexes were designed, according to the statement of the City Building Surveyor, with the intention of a subsequent colour decoration, and in his opinion such a scheme was necessary to emphasise the architectural features, the bald whiteness at present producing monotony of mural surface. Under these conditions he therefore recommended that competitive designs for schemes of colour decoration for the Great Hall, corridors, and annexes should be invited from artists and decorators. It was pointed out by him that to insist upon the accompaniment of a tender would probably limit the competition to decorators only, which in a work of this class should not be, but that it would be desirable to mention the limit of expenditure in any conditions of competition to be issued, and it was also argued that the very hope of winning a competition of this nature would be incentive enough to appeal to many to compete with energy. A further recommendation was to the effect that prizes might be offered by the City Council for the best three designs in the shape of gold, silver, and bronze medallions bearing on the one side the City Arms and on the other details of the competition. In the event of the recommendations being adopted it was suggested that a Reference Committee, formed of the Government Architect, the President of the Art Society, and the President of the Institute of Architects, should be invited to adjudicate and advise on the various designs submitted.

Prior to the Finance Committee coming to a final decision it was decided to obtain the opinion of the Government Architect, the President of the Institute of Architects of New South Wales, the President of the Art Society of New South Wales, and Mr. J. F. Hennessy, Architect, with regard to colour decoration and painting the Hall in pale ivory tones.

Mr. Vernon, Government Architect, agreed with the expression of opinion that whatever was done internally in the large Hall should be done with the utmost care and restraint.

He considered that a great deal might be said in favour of absolute whiteness, but it is not generally accepted as a permanent form of decoration, and he entertained much doubt whether after the pristine effect of new plaster has once deteriorated it can ever be brought back by artificial means to give the same effect; and having regard to this, he considered the Council should be bold enough to undertake a scheme of colour decoration. The Hall contains so many and so good architectural features that these are sufficient and should be in no way supplemented by meretricious colouring, and, therefore, whatever was done should be with a broad and simple treatment, and if any strong colours are used on the ground floor these should gradually recede until the lighter and natural tints are reached in the main Hall. Mr. Vernon thought that it would be no easy matter to find the right men for this work, and, no doubt, if the City Council invited competition, a variety of designs would be submitted, some from men whom it would be impossible to trust with the work. He, therefore, was inclined to think that if agreeable to

the Council the gentlemen whose opinions had been invited should consult with the Council and possibly limit the competitors in the first instance to those of known ability.

Mr. C. Allen Mansfield, President of the Institute of Architects of New South Wales, after a personal interview with myself asking for further information, intimated that he was decidedly in favour of confining the present treatment to the pale ivory tones preferred by some of the Committee. These tones he considered would be in harmony with the cream and gold of the great organ, and would lend themselves readily to any further scheme of decoration by the more emphatic treatment of the details of the Hall and annexes at a future time. He also laid stress upon his opinion that any such scheme of warmer and more vivid colouring will require much patient and careful study.

Mr. W. Lister Lister, President of the Art Society of New South Wales, intimated that after a careful inspection of the large Hall he had come to the conclusion that a colour scheme would be better than a pale ivory colour. The great organ, a beautiful feature in the Hall, would, he considered, be improved by a suitable frame, whilst the dark balcony would not be in keeping with the pale ivory.

Mr. John F. Hennessy, Architect, stated that the interior walls of the Hall were designed in the English Renaissance style of the early part of the eighteenth century, and were not intended to be treated with an elaborate scheme of colour decoration, the features being too numerous and the details too refined. Judging by many of the best public works of the great masters of English Renaissance, from Sir Christopher Wren to the end of the eighteenth century, it is a moot point as to whether they did not design their buildings to rely on their groupings of features, details and materials, rather than colour decoration; so in the instance of the large Hall, the interior has a dignity and simplicity of its own that may not be improved by such treatment. Colour decoration, to be worthy and appropriate for the interior of a large public hall, should have a different background to the Sydney Town Hall: extensive plain surfaces are necessary for mural paintings of historical subjects on a large scale, and these did not exist in the present case. The architectural features are sufficiently emphasised without the aid of colour decoration, and the effect of light and shade is satisfactory—colour would only minimise it. In his opinion there was only one colour effect desirable, and that would be to encase the walls under the galleries with marble slabs.

The opportunity for the display of high class colour decoration, *i.e.*, figure subjects, is bounded within such narrow limits that it would be undesirable to expend such a large sum as £1,200 on it. Sculpture, according to Mr. Hennessy's judgment, is the natural decoration of the Hall; such was the intention of the designer, ample provision being made for statues and busts over the galleries, and for historical tablets on the plain surfaces under the galleries. His recommendations finally were as follows:—

1. That the Hall be painted in cream tones, flatted; a sufficient number of skilled craftsmen being employed so that each coat be laid on as near as practicable over the whole surface at the same time, thus avoiding variation of tint.
2. That the stained glass windows in the clere-story be taken out and reglazed with double rolled cathedral glass of a faint neutral tint.



3. That a commencement be made to ornament the hall by filling in one of the niches with a marble statue of King Edward VII. ; this might be done by public subscription or otherwise.
4. That an estimate be obtained for casing the walls below the galleries with Australian marble, a very beautiful variety being obtained from the Kempsey marble quarry.

The Finance Committee gave very careful consideration to these somewhat conflicting opinions, and finally decided to recommend the Council to adopt the view of Mr. Mansfield, combined with the first two recommendations of Mr. Hennessy. The Council, however, whilst agreeing with the suggested painting in pale ivory tones, decided not to interfere with the clere-story.

The work of painting the Hall is now being rapidly proceeded with.

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### TOWN HALL—OFFICE ACCOMMODATION.

In my Annual Report for the year 1902 I directed attention to the extremely important question of providing proper office accommodation for the continuously increasing staff of the Council, especially in connection with the Electric Lighting and Power Department of the Corporation service, as one which at that time was gradually assuming shape, and which at no distant date would have to be carefully considered.

At the present time the Resident Electrical Engineer is located in the basement of the Town Hall, an arrangement which cannot be looked upon as convenient for the general public, but the only one which could be arranged at the time, and then only at much inconvenience to another department. A re-arrangement of rooms whereby a concentration in the housing of the official staff of the several departments of the Corporation service is undoubtedly necessary ; but how this can be effected with the limited number of rooms available is a matter of considerable difficulty. With the early advent of the Electricity Supply Department in active operation, the available office accommodation will not be satisfactory, but will to some extent hamper, and, it may be, preclude and prejudice proper and efficient administration. Suitable office accommodation has been provided in connection with the Power House and Station at Pyrmont ; but as the whole of the clerical and financial work of the department must necessarily be carried out in the Town Hall, as the central administrative building, it must be apparent that additional accommodation in the Town Hall is now imperatively necessary.

In conferring with the Resident Electrical Engineer on the matter, he informs me that the department is even now suffering very considerably from want of adequate office accommodation. It is sometimes impossible, he states, for him to get even as much as five minutes to himself, either for interviewing or to write an important letter, and he does not think it any exaggeration to say that it is quite impossible for him to get a consecutive period of one hour in the course of the day in which to think over or to write a report. This, of course, is very largely due to the fact that he is entirely without a private office, and all kinds of interruption, which might otherwise be avoided, are now a source of annoyance,

inconvenience and hindrance, and he consequently asks that the provision of office accommodation for the department should be accelerated by every possible means.

The City Building Surveyor and myself have had several conferences upon the subject generally, and have gone over the whole building; and as the result of these conferences it is intended at an early date to submit for the consideration of the Finance Committee several schemes for obtaining more efficient and more extended accommodation in the Town Hall. The particulars of these schemes are as follows :—

Scheme No. 1.—Appropriation of the two most westerly rooms in the suite now occupied by the Lady Mayoress. In the event of this suggestion being entertained, the following allotment and re-arrangement would overcome many difficulties at present existing in connection with the official staff of the Council :—

- (a) The Superintendent of Corporation Assets to take the present ladies' cloak room on the Cathedral side of the Town Hall, with a portion of the lavatories room adjoining as a private office.
- (b) The General Auditor, who is now most inconveniently situated owing to inadequate accommodation, to take the room on the first floor at present occupied by Mr. Merriman, Chief Draftsman.
- (c) The City Electrical Engineer to take the two westerly rooms in the Lady Mayoress's suite for himself and that portion of his staff requiring accommodation in the Town Hall.
- (d) The City Building Surveyor and the whole of his departmental staff, consisting of ten in number, to be concentrated instead of being scattered as at present, and to take the three rooms now occupied by the City Building Surveyor and his staff of clerks, the General Auditor and the Superintendent of Corporation Assets, the Chief Draftsman vacating the room upstairs.

By the adoption of this scheme each of the three departments would be compactly situated, the Head and the Chief Assistant and staff being in immediate touch with each other, the cubic air space averaging as follows :—Superintendent of Corporation Assets (four persons), 3166 cubic feet each person; General Auditor (two persons), 3270 cubic feet each person; City Building Surveyor (ten persons), 2378 cubic feet each person.

The two rooms allocated to the City Electrical Engineer under this scheme will provide at about the same ratio accommodation for six persons, but according to present requirements accommodation is only necessary for three persons—that is to say, a private office for the City Electrical Engineer and an office for one engineering assistant and one clerk.

It is but right to state that the allocation of the rooms to the Superintendent of Corporation Assets on the Cathedral side of the building will cause a certain amount of inconvenience in letting the large Hall for balls and similar purposes, as the larger of the rooms is the only one available for a card-room.

Scheme No. 2.—Extended office accommodation can also be obtained, though somewhat difficult of access, in the following way :—

By using the rooms under the domes situated over the north and south annexes, and also the rooms existing over the Aldermen's retiring-rooms, and over the kitchen adjoining the refreshment-room.

The rooms under the domes measure—

Two, each 43 ft. by 20 ft.	..	..	1,720
Two, each 42 ft. by 10 ft.	..	..	840
Two, each 20 ft. by 20 ft.	..	..	800

Total .. .. . 3,360 square feet.

Their isolation and apparent inaccessibility under present conditions is the principal objection to their use. The City Building Surveyor reports that improved and more convenient access could be obtained by the following means :—

- (a) By means of lifts run through well-holes of staircases from the basement floor to the flat roof adjoining these rooms ; these lifts to be driven by electric power shortly to be available from the Council's plant.
- (b) By circular iron stairways to be situated adjoining the northern and southern staircases, and leading to the flat roofs above.

The rooms under the domes could be reached by similar stairs from the office of the Inspector of Nuisances or the Lady Mayoress's rooms ; and if the Sanitary Inspectors, now located in the basement, were removed to the rooms under the domes on the Cathedral side, they would thus be placed in immediate proximity to the head of the Public Health Department, instead of being widely separated as at present.

The City Building Surveyor points out that considerable alteration and consequent expense would, as a matter of course, be required to render these rooms suitable for offices, the principal being to secure more efficient natural light.

Scheme No. 3.—Another alternative which may be thought advisable is to adopt the whole of the Lady Mayoress's suite of rooms for official use. If this arrangement is adopted, the rooms could be occupied with general satisfaction and convenience as follows :—

- No. 1 Room, 27 feet by 20 feet, to be subdivided into two, thus :  
One office, say 10 feet by 20 feet, for the Superintendent of Corporation Assets ; one office, say 17 feet by 10 feet, for the clerical staff of the Assets Department.
- No. 2 Room to be allocated to the General Auditor and staff.
- No. 3 Room to be allocated to the City Electrical Engineer for a private office.
- No. 4 Room to be allocated to the use of the staff of the Electricity Supply Department.

This scheme would leave the rooms at present occupied by the Superintendent of Corporation Assets and the General Auditor free for the use of the City Building Surveyor and his departmental staff, and would thereby bring all together ; and the vacation of his present office

by the Chief Draftsman would render that room available for the Sanitary Inspectors, if thought advisable, this office being in direct communication with that occupied by Mr. Bros and the clerical staff of the Sanitary Department, thus making that department self-contained and compact.

Another alternative in connection with the re-arrangement suggested in this scheme is that the positions of the departments should be entirely reversed, the Sanitary Department taking the suite of rooms now occupied by the City Building Surveyor and staff, the Superintendent of Assets and staff and the General Auditor and the City Building Surveyor taking in exchange the suite of rooms now occupied by the Sanitary department and Mr. Merriman. This re-arrangement possesses a distinct advantage from the standpoint of public convenience, the public callers and personal enquiries being much more numerous in the Sanitary Department than in the City Building Surveyor's Department.

Scheme No. 4.—Another means of obtaining accommodation on a larger scale would be by adding another story to the front of the present Town Hall building, and this scheme would obviate all difficulties and undoubtedly be the best in the end.

The City Building Surveyor, when consulted on this matter, stated that the addition of another story would, however, be a large and costly undertaking, entailing, as it undoubtedly would, the taking down of a considerable portion of the tower and rebuilding the same with an added intermediate story. At present the front portion of the building, together with the tower, are somewhat dwarfed by the greater elevation of the large Hall, but the City Building Surveyor is of opinion that with skilful treatment the suggested additions would add enormously to the general appearance of the building.

Questioned with regard to the outlay likely to be involved, Mr. Brodrick stated that to arrive at even an approximate idea of the cost of such an undertaking, sketch plans would have to be prepared and the construction thoroughly studied out in detail, a course which would entail a large amount of labour and take considerable time. I am, therefore, unable to submit an approximate estimate of the cost of this suggestion at the present stage, beyond stating generally that, roughly speaking, it would involve an expenditure approximating to £7000, without lift accommodation referred to elsewhere.

Scheme No. 5.—Another suggestion presents itself as a probably suitable adjunct to Scheme No. 1.

In the event of the two westerly rooms of the Lady Mayoress's suite being adapted for official occupation, the two remaining rooms might be converted into suitable rooms for refreshment-room purposes, being adjacent as they are to the Council Chamber and to the Aldermen's retiring-rooms, and possessing as they do a large and handsome balcony adjoining, suitable for smoking accommodation. If this suggestion is entertained, the Lady Mayoress could then occupy the present refreshment-room, which with the adjoining kitchen could be refitted suitably for such use, and further, would be in touch with the room occupied by the Right Honourable the Lord Mayor. This scheme, however, is liable to the objection that the suggested refreshment-room would be too far away from the Lord Mayor's room.



Scheme No. 6.—A modification of Scheme No. 1, leaving the Lady Mayoress's rooms as at present ;—

- (a) The Superintendent of Corporation Assets to take the present ladies' cloak room on the Cathedral side, with a portion of the lavatories room adjoining as a private room.
- (b) The City Electrical Engineer to take the room now occupied by the Superintendent of Corporation Assets and staff ; the portion partitioned off and used by Mr. Breden as a private office to be used as such by the City Electrical Engineer.

The adoption of this scheme means leaving the General Auditor sandwiched between the City Building Surveyor and the City Electrical Engineer, whereas as a matter of administrative convenience he ought to be in close communication with the Superintendent of Assets in connection with the Stores Department.

The City Building Surveyor estimated that the cost of carrying out the work involved in this scheme, inclusive of the partition wall, cutting new doorways, erection of new doors, removal of lavatory basins, new circuits for extra electric lighting and radiators, new counter, sundries, and making good, would amount to £120, and this sum it is intended to provide for in the estimates without any committal to the scheme.

In order to secure absolute privacy for the City Electrical Engineer, it is suggested that a timber and glazed screen should be erected between his office and that of his clerks. Authority to erect this screen was requested in October last, in order to afford privacy to the Superintendent of Corporation Assets, but the matter was deferred, pending the settlement of office accommodation for the Electricity Supply Department. The estimated cost of erecting this screen is given as £34, that is for glazing where required for light and enclosing the remainder both of the Superintendent of Assets office and entrance to the General Auditor's office with boarding of a plain but substantial character. This would make a total expenditure of £154, of which £34 is not included in the yearly estimates. It is true that the office accommodation provided for the Electricity Supply Department is merely of a makeshift character, and not at all in keeping with the importance of the department either at present or what it may become eventually.

Scheme No. 7.—Exactly the same as Scheme No. 6, but on the Druitt Street side.

This scheme, however, is not recommended, as the room here is the only room available for meetings of Committees and others interested in charitable and philanthropic purposes generally, although it has been suggested that in order to overcome this difficulty room No. 4 of the Lady Mayoress's suite should be set apart for meetings of this character. This, however, is open to objection, as there are no lavatories attached to the Lady Mayoress's rooms. Furthermore, the Druitt Street room is the only room available as a ladies' cloak-room on the occasions of balls, etc., and considerable inconvenience would be occasioned by its adaptation to purely official purposes.

It has also been indirectly suggested that the Electricity Supply Department is of sufficient importance to justify the change in the offices now occupied by the Town Clerk's Department, or the City Surveyor's Department, on the ground floor with a view to installing the Electricity Supply staff therein. As regards the Town Clerk's Department,

it is more essential in the interests of good administration in this department than in any other that the staff should be concentrated and in close contact with each other. This department controls administrative work from its very commencement, and any scattering of the staff would inevitably result in chaos, confusion and waste of time—time which can ill be spared—and I cannot recommend any change in this direction.

As regards the offices occupied by the City Surveyor on the ground floor, from the public convenience point of view, I entertain the opinion that the City Surveyor's Department is entitled to precedence as regards position of offices and accessibility to the public. The number of personal enquiries made in the City Surveyor's Department is very great, and a considerable time must necessarily elapse before the Electricity Supply Department is likely to attain to the same proportions as the other branch of the service. At the same time I fully realise that the Electricity Supply Department is a most important one, and worthy of being housed in good and easily accessible quarters; but it must not be forgotten that the staff for which accommodation has to be provided at the Town Hall is limited to three persons, seeing that roomy accommodation is being provided at Pyrmont in the office block for the Principal Engineer, etc., and where arrangements can be made for the Meter Readers to prepare their readings in duplicate for the City Treasurer and the City Electrical Engineer.

In conclusion it may be stated that every possible suggestion has been considered, and no further suggestions can be made with the object of providing additional accommodation on the ground floor unless rooms at present occupied only by one officer are subdivided similar to that of the City Building Surveyor and the General Auditor, and which has had the effect of converting previously excellent roomy offices into mere closets as regards accommodation, and in which much difficulty is experienced in carrying on the works satisfactorily.

Taking the various schemes into consideration, and seeing that the question of cost will in all probability preclude the addition of another story in the front of the building, apart from the question of time, which is important, No. 1 appears the most desirable and easy of accomplishment at the present juncture, at an estimated cost of £120, with Scheme No. 6 as the best alternative, at an estimated cost of £154; and the Resident Electrical Engineer having stated that either of these schemes will meet his requirements, these schemes are submitted accordingly.

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### TOWN HALL—STRONG ROOMS.

During the course of last year I had occasion to direct attention to the pressing need of further ventilation being provided in the strong-rooms in the Town Hall, and also to the possibility of providing additional accommodation if required, and I directed the City Building Surveyor to report generally on the matter.

The City Building Surveyor subsequently reported, stating that it was seen from the first that the present situation of the strong-rooms, although undesirable from many standpoints, and in many respects inconvenient, was the only one offering the necessary accommodation, and the stagnation and dampness of the air had to be dealt with.

The floor of the strong-room is some five feet below the ordinary basement level, and it is in this portion of the room where people stand that the air is still damp and stagnant, the upper portion having been wonderfully improved since the introduction of the twelve-inch diameter exhaust pipe, which is carried to the roof of the building.

Frequent tests have been made in each room of these exhausts, and the following figures will give some idea of the large amount of air passing through :—Town Clerk's strong-room, 12,950 cubic feet ; City Treasurer's Department strong-room, 9162 cubic feet ; and the City Surveyor's and City Building Surveyor's Departments strong-room, 11,222 cubic feet per hour.

This basement generally is damp, and to decrease this considerably it is desirable that the flagged areas surrounding the building, which have open joints, be covered with Val de Travers asphalt or other impervious material.

With the object of carrying this improvement into effect, a sum of money was placed on the estimates for 1903 and approved, but owing to the usual pressure and the consequent rush occasioned by the Electricity Supply Power Station and the Sub-station works, the matter was unfortunately delayed. It was pointed out that when the City Electricity Supply Plant is in full operation the difficulty mentioned would be easily overcome by the installation of several electric fans, and an electric radiator for warming and circulating the air through the chamber.

The City Building Surveyor, after consultation with myself, decided to have ventilation holes cut through the rear wall, this being the only possible inlet at the strong-room floor level obtainable. This, together with the placing of vessels containing lime in the rooms to take up the dampness, would, it was anticipated, materially lessen the trouble which was experienced. As the work was imperatively necessary, and books and papers stored in the room were in process of destruction, owing to the dampness, the work was undertaken and carried out, and since its completion there has been a very marked improvement in the condition of the room.

The books and documents stored in the room were also all taken out and carefully brushed down prior to their being replaced. On the completion of the Electricity Supply scheme the requisite electric fans and radiator will be provided.

With regard to additional strong-room accommodation, the City Building Surveyor reported that this could be easily obtained by occupying the rooms under the tower and small porches. These rooms adjoin the open air and can be far more conveniently ventilated, and their adaptation would provide considerable further accommodation. To convert these last-mentioned rooms into suitable strong rooms would cost, according to the estimate furnished by the City Building Surveyor, about £175 sterling. Seeing that no provision has been made in the annual estimates for this expenditure, the carrying out of the suggestion was deferred for the time being.

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#### TOWN HALL—LIFTS ACCOMMODATION.

In 1889 the City Building Surveyor submitted a report with regard to the provision of lifts at the Town Hall, and as this subject has an important bearing on the question of office accommodation and public convenience, I take the opportunity of again submitting the necessary information to enable the Council to consider the matter.

The City Building Surveyor states that there are three different situations in which a lift could be conveniently placed, each having different advantages.

One of the positions suggested is for a small lift to be placed in the space adjoining the Aldermen's retiring-room, originally intended for this purpose, and used at present for washing sinks, cupboards, electric light switchboards, etc. It is, in the City Building Surveyor's opinion, admirably situated, though very restricted, and indeed cramped in area (the cage would be about 5 feet 3 inches by 3 feet 3 inches, and would depend on artificial lighting entirely, the corridor at this angle being very inefficiently and indeed badly lighted).

This lift, with cedar cage complete, including the laying of electric mains, motors, and all apparatus complete, it is estimated would cost £510.

The second position is in the well-hole of the northern staircase, and is conveniently placed for access to the Council Chamber, the Lady Mayoress's rooms, Aldermen's rooms, and also for speedy transit between the large hall and the basement hall. The usual ornamental metal elevator car from the Queen Victoria Markets, measuring 7 feet by 6 feet, and portion of enclosures, can be used in this space with little alteration, the machinery occupying most of the space.

The cost of lifting this car complete in position, with all necessary electric machinery, motors and apparatus complete, it is estimated would be £650. However, to carry out either of these suggested schemes would now necessitate a considerable alteration to the distribution boards and electric wires only recently fitted up, and this estimate does not include the cost of these alterations. If, however, it should be thought wiser to run the lift from the basement through the ground floor and first floors, to connect with the offices, etc., on the second floor, then such a position would be most suitable. This scheme, however, if carried to the second floor level, would mean the cutting up of the existing artistic ceiling and the rearrangement of the same.

The erection of a suspended electric lift, with modern cedar cage complete (the Queen Victoria Markets ornamental metal cage being too large for this position), it is estimated would cost about £900.

The City Building Surveyor also suggests a fourth position, namely, in the well-hole of the tower; but as this would inevitably block what the citizens look upon as the main entrance to their Hall, he has not considered this seriously. There is no doubt that a lift is urgently needed in the building, but the position most suitable is one which must be left for the choice of the Council themselves.

Should the Council decide on the erection of a lift over any particular site, the City Building Surveyor will at once have the necessary specifications prepared and submitted to the Works Committee. As regards the annual maintenance of the lift, inclusive of current, repairs and attendance, this is estimated at £92 per annum.

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### THE GRAND ORGAN—DESCRIPTION.

The magnificent organ which forms so conspicuous a feature of Sydney Town Hall was built during the years 1886-9 by Messrs. W. Hill and Sons, of London, at a cost of about £16,300, and is generally recognised as being



one of the most beautiful in the world. It is situated at the western end of the Great Hall, known as the Centennial Hall, a noble chamber 166 feet long, 85 feet wide, and 65 feet high, with a seating capacity for some 4,000 persons. The organ is placed in a commanding position at the level of the uppermost tier of a spacious orchestral platform capable of seating a chorus and orchestra of 400 performers, and is fitted into an elliptic cove about 68 feet long and 26 feet wide. The front pipes, of uncoloured spotted metal, are set in a white and gold case of elegant design, the general effect in the Great Hall being one of striking beauty.

The organ contains 8,756 pipes and thirty-eight steel bars (carillons), controlled by 127 stops, which are distributed over five manual claviers and one pedal clavier, as follow :—

Great Organ	..	28 stops	..	2,428 pipes.
Swell Organ	..	24 stops	..	1,891 pipes.
Choir Organ	..	20 stops	..	1,342 pipes.
Solo Organ	..	21 stops	..	1,220 pipes and 38 steel bars.
Echo Organ	..	8 stops	..	915 pipes.
Pedal Organ	..	26 stops	..	960 pipes.

There were also 14 coupler draw-stops, the total number of stop handles being 141.

The following is a copy of the specification :—

#### GREAT ORGAN.

	Feet.		Feet.
1. Contra Bourdon .. ..	32	15. Harmonic Flute .. ..	4
2. Bourdon .. ..	16	16. Principal .. ..	4
3. Double Open Diapason ..	16	17. Octave .. ..	4
4. Open Diapason .. ..	8	18. Gemshorn .. ..	4
5. Open Diapason .. ..	8	19. Twelfth .. ..	3
6. Open Diapason .. ..	8	20. Fifteenth .. ..	2
7. Open Diapason .. ..	8	21. Mixture, three ranks ..	—
8. Harmonic Flute .. ..	8	22. Cymbal, four ranks ..	—
9. Viola .. ..	8	23. Sharp Mixture, four ranks	—
10. Spitz Flute .. ..	8	24. Furniture, five ranks ..	—
11. Gamba .. ..	8	25. Contra Posaune .. ..	16
12. Hohl Flute .. ..	8	26. Posaune .. ..	8
13. Rohr Flute .. ..	8	27. Trumpet .. ..	8
14. Quinte .. ..	6	28. Clarion .. ..	4

#### SWELL ORGAN.

	Feet.		Feet.
1. Double Organ Diapason ..	16	13. Twelfth .. ..	3
2. Bourdon .. ..	16	14. Fifteenth .. ..	2
3. Open Diapason .. ..	8	15. Harmonic Piccolo .. ..	1
4. Viol da Gamba .. ..	8	16. Mixture, four ranks ..	—
5. Salicional .. ..	8	17. Furniture, five ranks ..	—
6. Dulciana .. ..	8	18. Trombone .. ..	16
7. Vox Angelicor .. ..	8	19. Bassoon .. ..	16
8. Hohl Flute .. ..	8	20. Horn .. ..	8
9. Gemshorn .. ..	4	21. Vox Humana .. ..	8
10. Octave .. ..	4	22. Cornopean .. ..	8
11. Harmonic Flute .. ..	4	23. Oboe .. ..	8
12. Rohr Flute .. ..	4	24. Clarion .. ..	4

## CHOIR ORGAN.

	Feet.		Feet.
1. Contra Dulciana ..	16	11. Octave ..	4
2. Open Diapason ..	8	12. Twelfth ..	3
3. Gamba ..	8	13. Fifteenth ..	2
4. Dulciana ..	8	14. Dulcet ..	2
5. Flauto Traverso ..	8	15. Dulcet Mixture, three ranks	—
6. Hohl Flute ..	8	16. Bassoon ..	16
7. Lieblich Gedacht ..	8	17. Trumpet ..	8
8. Voix Celestes ..	8	18. Claironet ..	8
9. Violino ..	4	19. Oboe ..	8
10. Lieblich Flute ..	4	20. Octave Oboe ..	4

## SOLO ORGAN.

	Feet.		Feet.
1. Bourdon ..	16	12. Contra Fagotto ..	16
2. Open Diapason ..	8	13. Cor Anglais ..	8
3. Violin Diapason ..	8	14. Corno di Bassetto ..	8
4. Flauto Traverso ..	8	15. Orchestral Oboe ..	8
5. Doppel Flute ..	8	16. Harmonic Trumpet ..	8
6. Stopped Diapason ..	8	17. Octave Oboe ..	4
7. Viola ..	8	18. Contra Tuba ..	16
8. Octave ..	4	19. Tuba ..	8
9. Flauto Traverso ..	4	20. Clarion Tuba ..	4
10. Harmonic Flute ..	4	21. Carillons (38 steel bars) ..	—
11. Harmonic Piccolo ..	2		

## ECHO ORGAN.

	Feet.		Feet.
1. Viol d'Amour ..	8	5. Echo Dulciana Cornet, four ranks ..	—
2. Unda Maris, two ranks ..	—	6. Glockenspiel, four ranks ..	—
3. Lieblich Gedacht ..	8	7. Flageolet ..	2
4. Viol d'Amour ..	4	8. Basset Horn ..	8

## PEDAL ORGAN.

	Feet.		Feet.
1. Double Open Diapason (wood) ..	32	13. Violoncello ..	8
2. Double Open Diapason (metal) ..	32	14. Praestant ..	8
3. Contra Bourdon (wood) ..	32	15. Twelfth ..	6
4. Open Diapason (wood) ..	16	16. Fifteenth ..	4
5. Open Diapason (metal) ..	16	17. Mixture, three ranks ..	—
6. Violone ..	16	18. Mixture, two ranks ..	—
7. Gamba ..	16	19. Mixture, two ranks ..	—
8. Dulciana ..	16	20. Contra Trombone (wood) ..	64
9. Bourdon ..	16	21. Contra Posaune (metal) ..	32
10. Quint ..	12	22. Posaune ..	16
11. Octave ..	8	23. Trombone ..	16
12. Bass Flute ..	8	24. Bassoon ..	16
		25. Trumpet ..	8
		26. Clarion ..	4

## COUPLERS.:

- |                     |                            |
|---------------------|----------------------------|
| 1. Great to Pedal   | 8. Swell Octave            |
| 2. Swell to Pedal   | 9. Solo Octave             |
| 3. Choir to Pedal   | 10. Choir to Great         |
| 4. Solo to Pedal    | 11. Solo to Choir          |
| 5. Swell to Great   | 12. Swell to Choir         |
| 6. Solo to Great    | 13. Echo to Swell          |
| 7. Swell Sub-octave | 14. Pedal to Great Pistons |

## ACCESSORIES.

8 Pneumatic Combination Studs to Great Organ, 8 to Swell, 7 to Solo, 7 to Choir, and 3 to Echo.

6 Composition Pedals for Pedal Organ.

Pedals for Solo to Great, and Great to Pedal Couplers.

3 Balance Swell Pedals (for Swell, Choir, and Solo Organs).

2 Tremulants for Swell and Choir Organs (operated by Pedals).

Crescendo and Dimuendo.

The action is tubular pneumatic throughout.

The blowing apparatus is worked by a gas engine, and there is also an auxiliary hydraulic engine.

As already stated, the organ was built during the years 1886-89, and may be regarded as one of the finest, as it is at date, the largest musical instrument in existence. The workmanship throughout has been proved to be excellent in every particular, the soft registers and the solo stops are of beautiful quality, and the admirably balanced full organ is magnificent in its volume and richness of tone.

The 64 feet pedal reed makes a marvellously effective foundation for the full power of the instrument. The organ was officially opened on August 9th, 1890, by the late Mr. W. T. Best, then organist of St. George's Hall, Liverpool, who, under engagement to the City Council of Sydney, subsequently gave a series of recitals. In 1891 the first City Organist of Sydney was appointed in the person of M. Auguste Wiegand, who held office until his resignation in June, 1900. His successor was the present City Organist, Mr. Arthur Mason, an Australian artist, who was appointed in December, 1901. In that year it was decided by the Council that during the City Organist's vacation eminent European organists should be invited to give series of recitals, and for a period of two months, as detailed elsewhere, in that year the services of Mr. Edwin H. Lemare, Organist of the Carnegie Institute, Pittsburg, U.S.A., were secured. Mr. Lemare gave eighteen recitals during July and August, 1903, the engagement being eminently successful.

The City Organ Recitals are given regularly, as far as circumstances will allow, three times in each week, viz., on Sunday afternoon, Wednesday afternoon, and Saturday night. The public are admitted free of charge to the Sunday and Wednesday recitals, while for the Saturday night performances (at which the City Organist's programmes are supplemented by vocal and instrumental items by assisting artists), the charges for admission are sixpence and one shilling. As the Town Hall is in constant demand for outside concerts and functions of various kinds, and is on that account often not available for recitals on Saturday nights, the music provided by the City Council is to a large extent free of direct cost to the citizens.

Notwithstanding their frequency and the fact that the musical public of the City is necessarily somewhat limited in numbers, the recitals are well attended. The programmes are designed with a view to meet the needs both of the musically cultured and of those by whom music is appreciated rather as a relaxation and entertainment. As a general rule, the Saturday and Sunday programmes are of a popular character, while at the Wednesday matinées a higher standard of music is submitted. Informative notes are provided by the City Organist for all his items.

The constant use of the great instrument at these recitals and at many of the other concerts held in the Town Hall make it an important factor in the musical life of the City, and one which it may be hoped has contributed not a little to the steadily growing appreciation of musical art in Australia.

#### CITY ORGAN RECITALS—SPECIMEN PROGRAMMES.

The following specimen programmes of music played by the City Organist, Mr. Arthur Mason, may be of interest as a matter of record :—

##### SUNDAY AFTERNOON.

1. Overture to the Occasional Oratorio	..	..	<i>Handel</i>
2. Cradle Song	..	..	<i>Delbruk</i>
3. Marche Funèbre et Chant Seraphique	..	..	<i>Guilmant</i>
4. Prelude to "Lohengrin"	..	..	<i>Wagner</i>
5. Barcarolle	..	..	<i>Wolstenholme</i>
6. Improvisation on a Hymn Tune	..	..	_____
7. Grand Solemn March	..	..	<i>Smart</i>

##### WEDNESDAY AFTERNOON.

1. Sonata in E Minor	..	..	<i>Rheinberger</i>
2. Concert Adagio in E	..	..	<i>Merkel</i>
3. Angel Scene "Hansel and Gretel"	..	..	<i>Hamperdinck</i>
4. Toccata and Fugue in C	..	..	<i>Bach</i>
5. Benediction Nuptiale	..	..	<i>St. Saëns</i>
6. Holsworthy Church Bells	..	..	<i>Wesley</i>
7. Vorspiel—"Die Meistersinger"	..	..	<i>Wagner</i>

##### SATURDAY NIGHT.

1. Concert Overture in C	..	..	<i>Hollins</i>
2. Question and Answer	..	..	<i>Wolstenholme</i>
3. "Waldweben"	..	..	<i>Wagner</i>
4. Operatic Selection—"Faust"	..	..	<i>Gounod</i>
5. Andantino	..	..	<i>Lemare</i>
6. Carillons of Dunkirk	..	..	<i>Carter</i>
7. Toccata	..	..	<i>Dubois</i>

\* \* \*

#### SPECIAL CITY ORGAN RECITALS.

Early in the year the Council decided, on the recommendation of the Finance Committee, to accept the offer of Mr. Edwin H. Lemare, the celebrated English Organist, to visit Sydney and give a series of recitals, eighteen in number, on the Town Hall organ during the months of July and August, for an inclusive fee of £800.

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Prior to coming to this decision the City Organist consulted a number of eminent English and American organists in respect of a series of recitals. French organists were not approached, for the reason that during M. Wiegand's long tenure of office as City Organist, Sydney audiences had ample experience of the French school of playing.

Similarly, German organists were not consulted because the German school is chiefly of an academic character, and no organist was known in that country sufficiently eminent in popular concert work to justify an engagement in Sydney.

The organists communicated with were as follows :—

1. Mr. Edwin H. Lemare, late Organist of St. Margaret's, Westminster, and now Organist of the Carnegie Hall, Pittsburg, America.
2. Dr. A. L. Peace, City Organist, Liverpool, England.
3. Mr. Alfred Hollins, Organist, St. George's Church, Edinburgh.
4. Mr. C. W. Perkins, City Organist, Birmingham, England.
5. Dr. Kendrick Pyne, City Organist, Manchester, England.
6. Mr. Clarence Eddy, late Organist, Chicago Auditorium.
7. Mr. A. H. Fricker, City Organist, Leeds, England.

No replies were received from Mr. Perkins and Mr. Clarence Eddy. Of the others, no doubt was entertained with regard to Mr. Lemare, Dr. Peace and Mr. Hollins being the most suitable for the purpose contemplated, they being recognised concert organists of the highest class, in the first rank, whose style of performance is of a generally attractive character. Opinion is pretty well unanimous that Mr. Lemare is the greatest living concert organist. His appointment to the position of organist at the Carnegie Hall, Pittsburg, in preference to all American, as well as other organists, confirms this view, for the position is the most highly paid of its kind, and was no doubt sought after by most of the leading performers on the organ.

Mr. Lemare's departure for America was keenly regretted by the English musical press as an irreparable loss to the art of organ playing in Great Britain. Mr. Lemare's fame was achieved in London, where, as organist of St. Margaret's Church, Westminster, his Saturday afternoon recitals rapidly became one of the leading features of the musical life of the metropolis. A performance announced by Mr. Lemare invariably crowded the church, and the most enthusiastic of the great organist's admirer's were to be found amongst his brethren of the keyboard, who regularly attended in large numbers.

His services as a recitalist were also in great demand all over Great Britain and in America, and his pre-eminence was universally recognised. "Not only the greatest concert organist in England, but head and shoulders above the next man—a perfect giant," is a general opinion in England respecting Mr. Lemare, while complimentary titles such as the "Paderewski of the Organ," with a technique like that of a Kubelik or a Godowsky, are in frequent use in reference to him. He was described as a brilliant player of great taste and refinement of style, by no means orthodox in his methods, having run a tilt at many well-established principles of his art, with the result that his imitators are legion, and the concert organist has vastly extended his sphere of work. Meretricious effects were never necessary with Mr. Lemare. His fine orchestral transcriptions and charming original compositions have frequently been given by the City Organist, Mr. Arthur Mason.

Dr. Peace, who was placed second on the list, has been a prominent organist for many years, first at Glasgow Cathedral, and since 1894 at the well-known St. George's Hall, Liverpool, where he succeeded the late Mr. W. T. Best.

Mr. Alfred Hollins, the third on the list, is a concert organist deservedly famous throughout Great Britain, where he is in constant demand as a recitalist.

On consideration of these three, the City Organist, on financial grounds, recommended Mr. Hollins, who had quoted five hundred guineas, whilst Dr. Peace asked £1,000. At that time Mr. Lemare had furnished no definite statement of terms, but considering that he receives a salary of £800 a year at Pittsburg, has a private practice, and, in addition, is allowed five months' holiday in each year, during which he is free to give recitals in Europe and America at a high figure, Mr. Mason did not think it likely that he would offer to come out for less than £1,000.

If the Committee considered it advisable to expend so large a sum, the City Organist had no hesitation in recommending Mr. Lemare's engagement, but in making this recommendation he intimated that he entertained some doubt as to the venture proving financially profitable. In the case of Mr. Hollins there could be no such doubt. The fact that he is blind is sufficiently remarkable to attract the public; apart from that there is no question of his position as one of the leading organists of the time. That he has achieved this reputation in face of his great physical disability stamps him as a man of extraordinary powers, and the City Organist was confident that the fee asked by Mr. Hollins would be easily covered. Failing Mr. Lemare, under the circumstances named, the City Organist recommended the engagement of Mr. Hollins.

Further negotiations with Mr. Lemare secured that gentleman's services, and he was engaged accordingly, and arrangements made for the recitals to take place during July and August. Consequent upon the arrangements for these special recitals, the Council decided that for a period of two months from the 1st of July the free recitals on Wednesday and Saturday afternoons should be suspended, and instructions were given that the organ should be placed in good order prior to Mr. Lemare's arrival. It was also decided, in order to popularise the recitals, that the charge for admission should be two shillings for the galleries and one shilling for the body of the hall, with a booking fee of one shilling for the two shilling seats. The booking arrangements were undertaken by the office staff, so that no additional expense was incurred in this connection.

With a view to variety in the programmes, and to additional attractiveness in the concerts generally, it was decided in the first instance to engage one good artist to assist Mr. Lemare at each concert, at a fee of two guineas. On Mr. Lemare's arrival he intimated that there was no necessity for this arrangement, and it was not carried out in deference to Mr. Lemare's wishes. The Council authorised the Town Clerk and City Organist to undertake the entire management of the series of recitals, and to arrange all details, advertising, etc., in connection therewith considered necessary. This work was carried out to the satisfaction of the Council without any additional expense, the Chief Clerk, Mr. Layton, rendering invaluable assistance generally.

On the occasion of Mr. Lemare's first appearance a gathering of upwards of 3,000, including the Governor-General, Lady Tennyson, the Countess of Lonsdale, accompanied by Lord Richard Nevill and other members of His Excellency's suite, were present when the recital was

opened, and, generally speaking, the whole series of recitals was well attended. As regards the particulars in connection with the financial results consequent on the organ recitals given under the engagement with Mr. Lemare, the information subsequently submitted to the Parks and Recreation Committee may be fittingly appended here as a matter of record.

According to the figures furnished by the City Treasurer, the receipts over the expenditure amounted to £87 3s. 3d., as shown in the following statement of accounts :—

RECEIPTS.			
Date 1903—July 6 to Aug. 31.		£	s. d.
By Organ Recitals per Town Hall .. ..	..	1,073	14 0
Sept. 4.—By Organ Recitals per Paling & Co. ..	..	57	14 0
„ 23 .. .. .	..	4	17 6
		<u>£1,136</u>	<u>5 6</u>

EXPENDITURE.			
Date 1903—July 6 to Oct. 7.		£	s. d.
To E. Lemare's allowance .. ..	..	800	0 0
„ Incidental Expenses .. ..	..	45	18 0
„ Advertising, &c. .. ..	..	116	4 3
„ Printing, &c. .. ..	..	4	5 0
„ Hoarding Posters .. ..	..	55	0 0
„ Programmes and Cards .. ..	..	27	15 0
		<u>£1,049</u>	<u>2 3</u>

As the City Treasurer points out, the credit balance of £87 3s. 3d. is available owing to the fact that the expenditure has not been debited with any amount of rent for the use of the Hall. This debit has been intentionally omitted for several reasons. In the first place, it would at best be a cross entry from the Town Hall Organ to the Town Hall letting accounts, unnecessarily debiting the latter and unduly inflating the former, although properly speaking, from the book-keeping point of view, strictly correct ; but such a course would, it is submitted, only tend to swell the general receipts and expenditure totals appearing in the books without achieving any practical object or end. In the second place, the organ recitals twice each week given by Mr. Lemare were in substitution for those given by the City Organist, consequently they ought to be treated in exactly the same manner ; and in the third place, as no rent is debited on the occasion of the ordinary organ recitals given by Mr. Mason, whereas the whole of the receipts and credits, as was the case when M. Wiegand was City Organist, are invariably taken into consideration, it would be manifestly unfair to debit rent for the extraordinary recitals given under the arrangement with Mr. Lemare when no practical purpose is gained thereby. However, in order that the Council may have the fullest information on the subject before them, the following particulars are furnished.

In the event of it being determined to treat the charge for the use of the Hall according to the customary scale of lettings as a memo. or book-keeping entry, this course would have the effect of increasing the foregoing expenditure total to the extent of £338, made up as follows :—Nine Saturday lettings at £22, four matinee lettings at £10, and five week night lettings at £20. The expenditure would thus be increased to £1,387 2s. 3d., leaving a debit balance on this basis of £250 16s. 9d. But



this deficit may very properly be discounted by an estimate of how many dates the Hall would have been occupied on occasions when used for the purpose of the organ recitals. As a matter of fact, there was only one instance in which the Hall was applied for on a night which had been previously fixed for an organ recital, and as this fixture for such recital was merely provisional on my part, I immediately arranged for the substitution of another night for the recital, so that there was no loss of any kind as regards the letting of the Town Hall, and no inconvenience to any hirer. In this connection it must be borne in mind that no debit is made on the occasion of ordinary recitals, and I respectfully submit that the same regulation ought to apply, otherwise the comparison cannot fail to be made on an unjust and misleading basis.

As an alternative to the method of debit suggested, which comprises the full letting value of the Town Hall according to scale on each of the occasions when a recital was given, it has been suggested that the actual nett cost of working the Hall for letting purposes should be taken into consideration, and a balance as between receipts and expenditure ascertained on this basis. This suggestion is more reasonable than that first instanced, but even here again it must be pointed out this nett cost is never debited in the case of ordinary recitals, and therefore for the purpose of comparison the debit is practically useless. However, on this basis the charge would amount to £80, being fourteen lettings at £5 per night, and four matinée lettings at £2 10s. per matinée. This would make the aggregate expenditure £1,129 2s. 3d., and on this basis there would be a credit balance on receipts and expenditure of £7 3s. 3d. In arriving at the nett cost of working the Hall, it is but right to state that all incidental expenses, payments for services of Town Hall attendants, attendants at electric light station, and all other expenses of this character have been fully taken into consideration in the first instance, and are included in the statement of expenditure submitted, and this consequently reduces the nett cost to the amount quoted, namely, £5 per night.

Another alternative method is to assume the amount to be charged at the same rate as has heretofore been charged to the Sydney Amateur Orchestral, the Sydney Liedertafel, and the Sydney Philharmonic Societies, the expenditure in such case would be increased by £298, made up as follows:—Nine Saturday lettings at £22, four matinée lettings at £10 per matinée, and five week night lettings at £12. On this basis the expenditure would amount to £1,247 2s. 3d., or a balance of expenditure over receipts of £210 16s. 9d.

But altogether apart from the question of receipts and expenditure and any available credit balance, it must be remembered that there are equally important considerations connected with an extraordinary engagement of this character which ought not, and, indeed, which cannot be ignored, seeing that they have a most influential bearing on its success or otherwise. The mere question of monetary return is not the only item in estimating success; ulterior results are equally and, in some respects, more important. In the first place, the engagement of an artist of the acknowledged repute and calibre of Mr. Lemare, admittedly *facile princeps* in his profession as an accomplished executant on the organ, is but carrying out the principle of the programme laid down by the Council in 1900, when consummating the engagement of Mr. Mason as City Organist. Under the conditions of the appointment then made, the Council decided to arrange in each year to secure the services of an eminent organist from Europe or America for the purpose of giving a series of recitals on the City Organ, during which time the City Organist would be



absolutely freed from his duties. The salary paid to the City Organist prior to Mr. Mason's appointment was £500 per annum, whereas the salary paid to Mr. Mason is £300 per annum, the Council reserving the sum to meet any engagement entered into with an expert professional artist. As there was no engagement entered into last year to secure the services of a distinguished artist, the Council had thus a saving of £400, consequent on the reduced salary, to work upon ; therefore, accepting the statement of receipts and expenditure in its most unfavourable light, after debiting the expenditure with the full charges for the Hall in accordance with the ordinary scale of lettings, the Council is still £149 3s. 3d. to credit. This arrangement may be deemed somewhat fallacious and it may be specious, but, having regard to the precise conditions upon which Mr. Mason was engaged, and the reduced salary then decided upon in view of such conditions, I respectfully submit that the argument is sound and tenable. If the charge on the basis of the nett cost is taken into account, then, instead of there being a credit of £7 3s. 3d., there is an actual balance in favour of the new arrangement of £407 3s. 3d., whereas in the event of there being no charge made for the Hall, thus following the practice and precedent of the ordinary weekly recitals, then the balance in favour of the new order of things amounts to £487 3s. 3d.

It is universally admitted that in the City Organ the Council has provided, at considerable expense, a magnificent instrument, possessing a reputation which is world-wide as being not only the largest but, perhaps, the most beautiful in the whole world. Indeed, it has been stated on reliable authority that the Grand Organ in the Town Hall is almost perfect in every particular, and the most perfect one yet built for so little expenditure. With a valuable asset of this character it is not too much to assume that the City Council purchased it with a view to affording the music-loving people of the City an opportunity from time to time of hearing it at the hands of distinguished and well-known experts. In this connection it is not indulging in sentiment to state that the refining educational influence from the music lover's standpoint is an important factor in relation to the engagement of Mr. Lemare. Indeed, on this one point alone, the testimony is so unanimous and so strong, coming, as it does, quite voluntarily, quite unsolicited, from those best able and most competent to judge—the musical community of the City—the engagement has been amply justified in every particular ; and whilst I do not for one moment ignore the importance and the desirability of using every endeavour to make ends meet as regards receipts and expenditure, I, at the same time, submit that the educational influence, which must be potent for good and which has been so beneficially exercised, fully justifies the important step taken by the Finance Committee last year in recommending the engagement of Mr. Lemare as a skilled artist, able to bring out the many latent beauties of the instrument, and afford an intellectual treat to the music-loving portion of the community.

This, however, is not all. It is well known that the engagement of Mr. Lemare had a primary result in exposing certain defects as regards the general condition and tuning of the organ. An instrument like the City Organ, possessing delicate and intricate mechanism, speedily depreciates if not regularly and properly attended to, and Mr. Lemare's invaluable services in this direction—services which were cheerfully and spontaneously rendered without fee or reward, and entirely outside the scope of his engagement—have, I submit, more than repaid the Council for any monetary expenditure which has been incurred in connection with such engagement. Indeed, such valuable services will, no doubt, have

the ultimate effect of preventing a very large outlay which might have had to be incurred in restoration at no distant date, but which, owing to such services being rendered at a critical juncture, has happily been avoided.

Taking all the circumstances into consideration, financially, educationally, and otherwise, I submit that an unbiassed and impartial observer must come to the inevitable conclusion that Mr. Lemare's engagement and the recitals have proved in every sense an undoubted success, and that the result of what was looked upon by many as a doubtful experiment fully realised the anticipations and justified the sanguine expectations of the Finance Committee as set out when the engagement was determined upon.

The only difference of opinion which arose in connection with Mr. Lemare's visit was with regard to the character of the music, it being urged by some that music of a much lighter character might have been interspersed more freely with advantage to a certain section of the community.

On conferring with Mr. Lemare on this matter, he stated that he invariably included in all his programmes as light and popular numbers as were consistent with the dignity of the instrument with which he had chosen to associate himself in his art. He also pointed out for the information of the Council and others who took an interest in the matter that only comparatively a few years ago nothing was played at organ recitals except such music as had been written for that instrument, and in that day were rightly looked upon as dry and uninteresting. He, however, was one of the first to endeavour to get organ recitals out of the red groove of mediocrity and to place them upon a more exalted plane, and in the face of much hostile criticism and obstruction succeeded eventually in doing so, this being satisfactorily effected by transcribing and introducing most of the modern orchestral and vocal works suitable for performances on the organ. In popularising his organ recitals, as he undoubtedly did, and is justly credited with doing, Mr. Lemare has never lost sight of the dignity and capabilities of the instrument, and he considered that the musical community of Sydney did not care for those light and popular selections which he had no hesitation in declaring would be quite out of place on the beautiful instrument of which Sydney ought to be justly proud. From what he observed of the audiences during his recitals in Sydney, Mr. Lemare felt convinced that they did appreciate the very best in music, and he was assured that any time spent in superintending the renovation and proper tuning of the organ, so that it might be in a suitable condition for proper rendering of the best works, had not been wasted.

The following repertoire of pieces, exclusive of numerous encores, was performed by Mr. Lemare during the course of his eighteen recitals on the Town Hall Organ :—

- |                                       |       |              |
|---------------------------------------|-------|--------------|
| 1. Vorspiel, " Parsifal "             | .. .. | Wagner       |
| 2. Prelude and Fugue in D Major       | .. .. | Bach         |
| 3. (a) Pastoral in E                  | .. .. | Lemare       |
| (b) Berceuse                          | .. .. | Lemare       |
| 4. Marche Funèbre et Chant Seraphique | .. .. | Guilmant     |
| 5. Angel Scene—" Hansel and Gretel "  | .. .. | Humperdinck, |
| 6. Etude Symphonique                  | .. .. | Enrico Bossi |
| 7. Improvisation                      | .. .. | Lemare       |
| 8. Overture to " William Tell "       | .. .. | Rossini      |

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|---|-------------------------------|
| 9. Concert Overture in C Minor .. ..  | <i>Hollins</i>                |
| 10. Waldweben, "Woodland Murmurs" —<br>" Siegfried " .. ..                        | <i>Wagner</i>                 |
| 11. (a) Die Frage (" The Question ") .. ..  | <i>Wolstenholme</i>           |
| (b) Die Antwort (" The Answer ") .. ..  | <i>Wolstenholme</i>           |
| 12. Fantasia in F Minor .. ..   | <i>Mozart</i>                 |
| 13. (a) Reverie .. ..   | <i>Lemare</i>                 |
| (b) Andantino in D Flat, No 2 .. ..   | <i>Lemare</i>                 |
| 14. (a) Andante with Variations .. ..   | <i>Lemmens</i>                |
| (b) Fugue on a Trumpet Fanfare .. ..  | <i>Lemmens</i>                |
| 15. Improvisation .. ..   | <i>Lemare</i>                 |
| 16. Finale—Symphonie, "From the New World"  | <i>Dvorak</i>                 |
| 17. Fugue on the name of Bach .. ..   | <i>Liszt</i>                  |
| 18. Intermezzo in D Flat .. ..  | <i>Hollins</i>                |
| 19. (a) Melodie in E .. ..  | <i>Rachmaninoff</i>           |
| (b) Prelude in C Sharp Minor .. ..  | <i>Rachmaninoff</i>           |
| 20. Fantasia on the Austrian National Hymn..                                      | <i>Chipp</i>                  |
| 21. Vorspiel, Third Act and Bridal Music,<br>" Lohengrin " .. ..                  | <i>Wagner</i>                 |
| 22. (a) Meditation .. ..  | <i>Lemare</i>                 |
| (b) Chanson d'Eté .. ..   | <i>Lemare</i>                 |
| 23. Improvisation .. ..   | <i>Lemare</i>                 |
| 24. March, " Pomp and Circumstance " ..   | <i>Elgar</i>                  |
| 25. Toccata and Fugue in D Minor .. ..  | <i>Bach</i>                   |
| 26. (a) Romanza .. ..   | <i>Wolstenholme</i>           |
| (b) Allegretto .. ..  | <i>Wolstenholme</i>           |
| 27. Andante Cantabile (from 5th Symphony) ..                                      | <i>Tschaikowsky</i>           |
| 28. Concert Fantasia on the Tune " Hanover "                                      | <i>Lemare</i>                 |
| 29. (a) Cantilene " Nuptiale " .. ..  | <i>Clement Fr. Th. Dubois</i> |
| (b) Toccata in G Major .. ..  | <i>Clement Fr. Th. Dubois</i> |
| 30. Réve Angelique .. ..  | <i>Rubinstein</i>             |
| 31. Overture, " Euryanthe " .. ..   | <i>Weber</i>                  |
| 32. Vorspiel, " Lohengrin " .. ..   | <i>Wagner</i>                 |
| 33. Scherzo in G Minor .. ..  | <i>Bossi</i>                  |
| 34. (a) Romance in D Flat .. ..   | <i>Lemare</i>                 |
| (b) Gavotte in A Flat .. ..   | <i>Lemare</i>                 |
| 35. Introduction and Fugue (from a Sonata<br>descriptive of the 99th Psalm) .. .. | <i>Reubke</i>                 |
| 36. Concert Rondo .. ..   | <i>Hollins</i>                |
| 37. Funeral March of a Marionette .. ..   | <i>Gounod</i>                 |
| 38. Fugue à la Gigue .. ..  | <i>Bach</i>                   |
| 39. Overture in A Major .. ..   | <i>Antonin Dvorak</i>         |
| 40. Marche Nuptiale .. ..   | <i>Guilmant</i>               |
| 41. Prelude and Fugue, A Minor .. ..  | <i>Bach</i>                   |
| 42. Salut D'Amour .. ..   | <i>Elgar</i>                  |
| 43. Good Friday Music, " Parsifal " .. ..   | <i>Wagner</i>                 |
| 44. Allegretto Grazioso .. ..   | <i>R. Fuchs</i>               |
| 45. Allegro Vivace .. ..  | <i>Morandi</i>                |
| 46. Elegy .. ..   | <i>Lemare</i>                 |
| 47. Fantasia in E .. ..   | <i>Wolstenholme</i>           |
| 48. Overture, C Major .. ..   | <i>Hollins</i>                |
| 49. Scherzo in F .. ..  | <i>Hofmann</i>                |
| 50. Fugue, " St. Ann " .. ..  | <i>Bach</i>                   |
| 51. Siegfried Idyll .. ..   | <i>Wagner</i>                 |
| 52. Intermezzo in D Flat .. ..  | <i>Hollins</i>                |

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|---|----|----|----|-----------------|
| 53. (a) Nocturne in E Flat                                | .. | .. | .. | Chopin          |
| (b) Marche Funèbre..                                      | .. | .. | .. | Chopin          |
| 54. (a) Andante Cantabile                                 | .. | .. | .. | Lemare          |
| (b) Cantique d'Amour                                      | .. | .. | .. | Lemare          |
| 55. Overture, "Coriolanus"                                | .. | .. | .. | Beethoven       |
| 56. Marche Cortège, "La Reine de Saba"                    | .. | .. | .. | Gounod          |
| 57. Canzona   | .. | .. | .. | Wheeldon        |
| 58. (a) Wir Wandelten Wir Zwei                            | .. | .. | .. | Brahms          |
| (b) Ungarische Tanz                                       | .. | .. | .. | Brahms          |
| 59. Overture, "Tannhauser"                                | .. | .. | .. | Wagner          |
| 60. Fantasie Fugue  | .. | .. | .. | Lemare          |
| 61. Andantino in D Flat                                   | .. | .. | .. | Chauvet         |
| 62. Improvisation   | .. | .. | .. | Lemare          |
| 63. Morceau de Concert..                                  | .. | .. | .. | Guilmant        |
| 64. Kaiser Marsche  | .. | .. | .. | Wagner          |
| 65. Schlusscene, "Das Rheingold"                          | .. | .. | .. | Wagner          |
| 66. "Oh! Star of Eve" ("Tannhauser")                      | .. | .. | .. | Wagner          |
| 67. Overture, "Tannhauser"                                | .. | .. | .. | Wagner          |
| 68. Vorspiel and Liebested, "Tristan and Isolde"          | .. | .. | .. | Wagner          |
| 69. Preislied, "Der Meistersinger"                        | .. | .. | .. | Wagner          |
| 70. Overture, "Rienzi"                                    | .. | .. | .. | Wagner          |
| 71. Toccata in F..  | .. | .. | .. | Bach            |
| 72. (a) Romance in F                                      | .. | .. | .. | Tschaikowsky    |
| (b) Chant Sans Paroles                                    | .. | .. | .. | Tschaikowsky    |
| 73. Prelude, 3rd Act "Der Meistersinger"                  | .. | .. | .. | Wagner          |
| 74. Schlusscene, "Das Rheingold"                          | .. | .. | .. | Wagner          |
| 75. Duo, "Quis est Homo"                                  | .. | .. | .. | Rossini         |
| 76. Organ Symphony in G Minor                             | .. | .. | .. | Lemare          |
| 77. Marche Religioso                                      | .. | .. | .. | Guilmant        |
| 78. Serenade  | .. | .. | .. | Schubert        |
| 79. Prelude and Fugue in B Minor                          | .. | .. | .. | Bach            |
| 80. Vorspiel to 3rd Act and Bridal Music from "Lohengrin" | .. | .. | .. | Wagner          |
| 81. Andante Religioso                                     | .. | .. | .. | Thome           |
| 82. Fantasia in E Flat                                    | .. | .. | .. | Saint-Saëns     |
| 83. Pastorale, No. 2 in C                                 | .. | .. | .. | Lemare          |
| 84. "Ruy Blas"  | .. | .. | .. | Mendelssohn     |
| 85. Coronation March                                      | .. | .. | .. | Meyerbeer       |
| 86. Spring Song   | .. | .. | .. | Elsie F. Lemare |
| 87. Vorspiel, "Parsifal"                                  | .. | .. | .. | Wagner          |
| 88. Air with Variations and Final Fugue                   | .. | .. | .. | Smart           |
| 89. (a) Intermezzo in B Flat                              | .. | .. | .. | Lemare          |
| (b) Fantasie Fugue  | .. | .. | .. | Lemare          |
| 90. (a) Humoreske   | .. | .. | .. | Dvorak          |
| (b) Slavischer Tanz                                       | .. | .. | .. | Dvorak          |
| 91. "Ave Maria"   | .. | .. | .. | Schubert        |
| 92. Fantasia, "The Storm"                                 | .. | .. | .. | Lemmens         |
| 93. Overture, "In Memoriam"                               | .. | .. | .. | Sullivan        |
| 94. Nocturne in B Minor                                   | .. | .. | .. | Lemare          |
| 95. Prelude and Fugue, Great G Minor                      | .. | .. | .. | Bach            |
| 96. Sposalizio  | .. | .. | .. | Liszt           |
| 97. The Ride of the Valkyries, "Die Walkure"              | .. | .. | .. | Wagner          |
| 98. Wotan's Abschied, "Die Walkure"                       | .. | .. | .. | Wagner          |
| 99. Andantino in D Flat                                   | .. | .. | .. | Lemare          |
| 100. Danse Macbrae  | .. | .. | .. | Saint-Saëns     |



101. Berceuse .. .. .	<i>A. Mason</i>
102. Toccata in F Major .. .. .	<i>Widor</i>
103. Overture, "Der Freischütz" .. .. .	<i>Weber</i>
104. Intermezzo .. .. .	<i>Brahms</i>
105. Prière et Berceuse .. .. .	<i>Guilmant</i>
106. Sonata No. 1 .. .. .	<i>Mendelssohn</i>
107. Concert Fantasia on the Tune "Hanover" .. .. .	<i>Lemare</i>
108. (a) The Seraph's Strain .. .. .	<i>Wolstenholme</i>
(b) Le Carillon .. .. .	<i>Wolstenholme</i>
109. Improvisation .. .. .	<i>Lemare</i>
110. Vorspiel, "Der Meistersinger" .. .. .	<i>Wagner</i>
111. Concert Overture in F .. .. .	<i>Wolstenholme</i>
112. Caprice Orientale .. .. .	<i>Lemare</i>
113. Toccata, Adagio Fugue in C Major .. .. .	<i>Bach</i>
114. Waldweben, "Woodland Murmurs" .. .. .	<i>Wagner</i>
115. Concert Fantasia in F .. .. .	<i>Lemare</i>
116. Largo .. .. .	<i>Handel</i>
117. Etude Symphonique .. .. .	<i>Bossi</i>
118. Overture in C Major .. .. .	<i>Mendelssohn</i>
119. Benediction Nuptiale .. .. .	<i>Saint-Saëns</i>
120. Rhapsody .. .. .	<i>Lemare</i>
121. Toccato and Fugue in C Major .. .. .	<i>Bach</i>
122. (a) Traume, "Dreams" .. .. .	<i>Wagner</i>
(b) The Ride of the Valkyries .. .. .	<i>Wagner</i>
123. The Trumpeter of Sakkingen .. .. .	<i>Hofmann</i>
124. Overture, "Stradella" .. .. .	<i>Flotow</i>
125. Vorspiel, "Lohengrin" .. .. .	<i>Wagner</i>
126. Preislied, "Der Meistersinger" .. .. .	<i>Wagner</i>
127. Siegfried Idyll .. .. .	<i>Wagner</i>
128. Wotan's Abschied and Fire Spell, "Die Walküre" .. .. .	<i>Wagner</i>
129. Siegfried's Rhine Journey, "Gotterdammerung" .. .. .	<i>Wagner</i>
130. Trausmarsch, "Gotterdammerung" .. .. .	<i>Wagner</i>
131. Overture, "Oberon" .. .. .	<i>Weber</i>
132. Barcarolle .. .. .	<i>Lemare</i>
133. Prelude and Fugue in D Major .. .. .	<i>Bach</i>
134. Serenade .. .. .	<i>Schubert</i>
135. Fantasia on the Austrian National Hymn .. .. .	<i>Chipp</i>
136. The Ride of the Valkyries .. .. .	<i>Wagner</i>
137. Funeral March of a Marionette .. .. .	<i>Gounod</i>
138. Largo .. .. .	<i>Handel</i>
139. Overture, "Rienzi" .. .. .	<i>Wagner</i>
140. Improvisation (Effect of Storm) .. .. .	<i>Lemare</i>

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## CITY ORGAN TUNING.

In the report of the engagement of Mr. Lemare, incidental reference was made to certain defects existing as regards the general condition and tuning of the City Organ. In an interview published in the *Daily Telegraph*, Mr. Lemare was reported as stating that the organ was in bad condition, much out of tune, and required revoicing. The fine work—foundation pipes—had not been attended to for so long a time that the temperament had gone wrong altogether, and with the fine work out of

tune there was nothing to tune to, as the more tuning done the worse it got. It would be just the same if a man endeavoured to put a piano in tune by accepting the middle octave of the piano as being in correct temperament and tuning all the notes above and below to that scale.

On the facts being reported to the Lord Mayor he immediately ordered steps to be taken to remedy the matters mentioned with all possible expedition, and arrangements were made accordingly.

The Parks and Recreation Committee, upon the statements coming before the Committee officially, requested the City Organist to submit a report thereon, and this was done in due course.

In the consideration of this matter it should be remembered that a concert organ is an instrument of great complexity, containing an elaborate mechanism of very varied and intricate character. In the case of our own huge instrument, which is composed of speaking pipes numbering more than 8,000, the keyboards control a maze of mechanism, the extent of which no one who has seen only the front of the organ can possibly realise. Not only is there a delicately balanced system of pneumatics which ensures the proper speech of the organ by means of prompt communication between keys and pipes, but there are also innumerable contrivances for the supply of wind to every part of the instrument, the control of the stops, singly and in groups, the coupling together of various departments of the organ, and other details of importance, all of which depend for their due effectiveness upon the unerring and instantaneous action of the mechanical accessories. In so vast an instrument it must often happen that some details of the mechanism will fail, as mechanism of all kinds does inevitably fail on occasion, and, therefore, any defects which have occurred through such unavoidable failure of mechanism may be left out of consideration. For instance, at Mr. Lemare's first recital on July 4th, it was evident that what is technically known as a "cipher" was occurring from time to time; that is to say, if a certain stop were drawn some of the pipes connected with it would sound of their own accord, and irrespective of the player. But every organist of experience knows that that inconvenience is possible at any time by reason of a temporary dislocation of the mechanism concerned, and the occurrence of a "cipher" is therefore never quite a surprise. With regard to the tuning of the pipes, in order that this matter may be properly understood, it is necessary to say that the pipes of an organ are divided, roughly speaking, into two classes, viz., "reeds," which speak as the result of vibration of a thin strip of metal at the bottom of each pipe, and "flute" pipes, which are simple tubes in which sound is caused by the vibration of the air throughout their length. Of these two kinds, reed pipes are in constant need of tuning, because of the delicate nature of their construction, and their consequent liability to vary in pitch. Some are so delicate as to require tuning after very little use, the pressure of wind upon the mechanism soon causing alteration in pitch, while others more delicate still are effected even by a slight variation in the temperature of the building in which they are placed. In the case of the City Organ the reed pipes are constantly being tuned, whole registers being gone through at short intervals, and individual pipes regulated as directed by the City Organist. On the whole, the City Organist thought that there was little fault to be found with these. One delicate specimen—the Vox Humana stop—was certainly out of tune in some notes on the evening of Mr. Lemare's first recital, but the tuner asserted that he had tuned it during the day and had it in perfect condition. It is possible that this was the

case, and that the rise in the temperature consequent upon the crowded state of the Hall in the evening caused a loss of pitch in one or two of these highly sensitive pipes. But it was the flute pipes of the organ which were in the worst condition in respect of tuning, and this was undoubtedly so by reason of the tuner's neglect of them, in spite of repeated efforts on the part of the City Organist to have them put in order. They have never been tuned throughout since the erection of the organ, and thus have had thirteen years' continuous work. During the term of office of M. Wiegand the only tuning done to them was in the nature of remedying grossly apparent defects. When the present City Organist took charge of the organ eighteen months ago he complained of some of the flute work, and pointed out that the tone was being affected by constant use, the accumulation of dust in the pipes, etc. The worst defects were then remedied. Six months ago other flute pipes showed signs of being out of tune, and these were improved. Three months ago, when the engagement of Mr. Lemare was under consideration, the tuner's attention was again directed to the condition of the flute work amongst other things, and insisted that the whole of the organ should be in thoroughly good order by the time of Mr. Lemare's arrival. The tuner promised it should be done. Two months prior to Mr. Lemare's arrival, in consequence of serious inconvenience at the recitals in respect of failures of the mechanism, the tuner was informed that the City Organist intended to report the matter to the Town Clerk that the City Organist could no longer hold himself responsible for the organ while the present tuner was connected with it. The tuner then begged for another chance, and out of sympathy for a man, who, though so unreliable, is really a clever workman, the City Organist refrained from reporting him. The City Organist was also influenced by the thought that it might be advisable during Mr. Lemare's season to have the organ looked after by the one man, the tuner who knows it from top to bottom, rather than by someone who would necessarily be unfamiliar with it. With a view to give the tuner every chance, the City Organist asked the Council, as will be remembered, to suspend one recital in each week, as the performance of three recitals weekly necessitated constant use of the organ, and thus possibly precluded a thorough overhauling of the instrument. The tuner then stated that the arrangement would give him the opportunity he desired, and that everything would be satisfactory when Mr. Lemare came to Sydney. The result was that much of the flute work was still out of tune when the organ was handed over to Mr. Lemare. The tuner subsequently worked very hard at this part of the organ, and it is now much improved.

In regard to the failure of certain portions of the mechanism, this, like the condition of the flute pipes, was a source of considerable annoyance to the City Organist for several months.

The departments of the instrument known respectively as the solo organ, the pedal reeds, and the couplers have been unreliable, the mechanism connected with them often failing to act. The tuner has repeatedly gone over it at the request of the City Organist, and has only managed to effect temporary improvement. This mechanism failed Mr. Lemare also on several occasions.

As already indicated, in the case of so intricate a system of mechanism as the Town Hall Organ, defects of various kinds will inevitably occur, in spite of the most careful oversight. For instance, the organ was frequently heard in bad condition at M. Wiegand's recitals, and the City Organist himself has given performances under similarly disadvantageous circumstances. These occasions have, however, passed without

comment, and it was hoped that the organ would have been set right prior to Mr. Lemare's arrival, and without the necessity of having outside attention drawn to its condition. And when the matter was made public, according to the City Organist, there appeared to be in some quarters a tendency to exaggerate the importance of defects, which, although existent and known to the tuner and he, had remained entirely unnoticed by anyone else until they were specially pointed out by Mr. Lemare. For whatever may be the state of the instrument, it was certainly in the same condition at any rate for some time immediately preceding Mr. Lemare's season. The organ was in constant use at recitals, concerts, etc.; indeed, the whole of the instruments of the Philharmonic Society's orchestra were tuned to its pitch and used in conjunction with it at an oratorio performance given just prior to Mr. Lemare's arrival, and no one complained of it being out of tune.

At a subsequent stage the tuner tendered his resignation, which was accepted, and temporary arrangements made for discharging the duties.

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### CORPORATE PROPERTIES.

The following return shows the Corporate property possessed by the Council at the end of 1903 :—

Athlone Place, vacant land.  
 Belmore Markets, old and new.  
 Cattle Sale Yards, Flemington.  
 Conveniences—  
     • Liverpool Street.  
       Moore Street.  
       Parker Lane.  
       William Street.  
 Duke Street, depot.  
 Electric Lighting Power House, Pyrmont.  
 Exhibition Building, Prince Alfred Park.  
 Fish Markets, with Refrigerating Plant and Cooling Chamber,  
     Woolloomooloo.  
 George Street, Haymarket, terrace of shops.  
 Hay Street and George Street, land leased to Bank.  
 Hay Street, stores and offices.  
 Kent Street, houses and land.  
 O'Connor Street, vacant land.  
 Pearl Street, depot.  
 Point Street, baths and pumping plant.  
 Queen Victoria Markets Buildings, George Street.  
 Randwick Road, cottage.  
 Sussex Street, small stock yards.  
 Sussex Street, stores and offices.  
 Town Hall Buildings.  
 Town Hall Power House.  
 Woolloomooloo Baths and Pumping Station.  
 Woolloomooloo Metal Depot.

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## QUEEN VICTORIA MARKETS BUILDINGS.

The total revenue from the Queen Victoria Markets for the year 1903 amounted to £15,822 13s. 9d., and the expenditure, including interest and sinking fund, to £23,311 6s., leaving a deficit of £7,488 12s. 3d. For the year 1902 the revenue amounted to £16,184 and the expenditure to £23,327, leaving a debit balance of £7,143, so that the past year shows an increased debit balance of £345. The debit balance at the end of 1899 amounted to £12,400, at the end of 1900 to £9,036, and at the end of 1901 to £7,484, so that last year's operations practically result in being the same as in 1901, and considerably better than 1899 and 1900.

As regards revenue, the year 1903 is considerably higher than any year prior to 1902.

The premises have been maintained in excellent condition during the year.

The clerical, mechanical and attendant staff attached to the Markets comprise the Clerk of the Markets, two engineers, one engineer's assistant, ten attendants and cleaners, six lift attendants, two watchmen and an office boy.

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## QUEEN VICTORIA MARKETS BUILDINGS—ELEVATORS AND LIFTS.

In February last year the City Building Surveyor submitted a report on the Hydraulic Plant in operation at the Queen Victoria Markets Buildings. In this report it was pointed out that the erection of the plant for supplying the pressure water to the elevators and lifts was only decided upon after a long consideration as to the immediate and probable requirements of the service at the date in 1897, as well as possible extensions and developments at a subsequent period. At that time it appears there were four passenger elevators, two dinner lifts, and four large cart lifts fixed in position, all of which required hydraulic power, and it was estimated under ordinary conditions that these lifts would consume approximately 4,800,000 gallons of pressure water per annum, and the estimated cost of wages, gas, stores, etc., was put down at £808 per annum. It must be apparent to all taking an interest in the subject that the conditions appertaining to the occupation of the Markets Buildings generally have greatly changed since that period, as it was anticipated the basement would be used entirely for market purposes, and consequently would require at all times a continual service of the cart lifts. The basement, however, was not so utilised, and the necessity for these cart lifts on the authority of the City Building Surveyor appears quite beyond the present demands. The comparatively small use to which these lifts are put, as well as the entire removal of the passenger elevator on the George Street side at the Druitt Street end of the buildings, and one cart lift, consequently cause a much smaller quantity of water to be consumed than was ever anticipated, and this, notwithstanding the erection of a goods lift subsequent to the erection of the machinery and the pumping plant.

It was also suggested in the City Architect's report of August, 1897, that the plan might be utilised for supplying hydraulic power for mechanical ventilating appliances and the proposed elevator at the Town Hall, neither of which works have been executed to date, although the latter is very urgently needed.

The lifts and elevators at present are supplied with power on six days per week, each working day not extending beyond twelve hours, the average output of pressure water being about 600 gallons per hour, or about 7000 gallons average per day after fair consideration. This represents an annual consumption of about 2,100,000 gallons.

The cost of working this plant for 1902 was as follows, viz :—

Wages .. .. .	£481	5	4
Stores, gas, etc. .. .. .	281	7	8
Total .. .. .	<u>£762</u>	<u>13</u>	<u>0</u>

To estimate the actual cost of the pressure water so supplied, the City Building Surveyor considered it necessary to add to this sum the following items, viz. :—

Four per cent. on capital outlay for machinery, pumps, etc. (on £3,240, cost of gas engines, tanks, pumps, shafting, accumulator, etc.).. ..	£129	12	0
Five per cent. depreciation on value of machinery on December 31st, 1901, i.e., say £2,780 .. .. .	139	0	0
Rental value of engine-room per annum, say .. .. .	150	0	0
Total .. .. .	<u>£418</u>	<u>12</u>	<u>0</u>

Therefore on this basis the total approximate debit to be charged against the hydraulic machinery for the supply of motive power for 1902 should be £1,181 12s.

Assuming the cost to be £1,181 12s., and the consumption of water pressure to be as estimated, viz., 2,100,000 gallons, the actual cost per 1000 gallons would be 11s. 3d.

The cost of the supply of pressure water from the Hydraulic Power Company's mains at the rate quoted in their offer in 1897, viz., 4s. 2d. per 1000 gallons, for the amount consumed by the lifts and elevators in 1902 would therefore amount to 2,100,000 gallons at 4s. 2d. per 1000 gallons—£437 10s. However, even supposing the pumping plant were not fixed, it was pointed out that it would nevertheless be necessary to keep an engineer employed for the overhauling of the lift cages, gearing, ropes, valves, etc., and to make a comparison of costs, it is desirable to add to the cost of the water per Hydraulic Power Company's charges the following :—Wages for one engineer at, per annum, £156; stores, repairs, renewals, etc., say, £50. This amount, £206, added to the sum previously mentioned, £437 10s., would make an aggregate of £643 10s.

The City Building Surveyor, therefore, estimated that the comparative cost per annum, based upon charges for the year 1902, of running the elevators and lifts from the Council's plant, and as an alternative from power supplied from the Hydraulic Power Company's mains, would show a balance in favour of the latter method of £537 15s. Having these figures in view, he came to the conclusion that he could only consider it advisable at an early date for the Council to sell and remove the whole of the present machinery, and connect to the Hydraulic Power Company's main, which is at present situated in the building, and from which power was obtained for the erection and test working of the lifts and elevators prior to the starting of the Council's machinery.

At the same time the City Building Surveyor stated that it was his intention at a future date to recommend the Council to convert the motive power of the lifts from hydraulic to electrical as soon as the current may be available from the generating station, and thus effect a still greater saving in the cost of working.

On this report becoming public, the Secretary of the Hydraulic Power Company wrote to the Council stating that the necessary pipes and connections were already complete from the Company's system to the Queen Victoria Markets Buildings, the connection having been originally effected for the use of the contractors, who made use of the lifts during the completion of the building, but prior to the generating plant being available. Reference was also made to an offer submitted by the Company in 1897, and an amended offer was submitted for the supply of hydraulic power to the lifts in Queen Victoria Markets Buildings as follows, viz.:—

“The Company offer to supply hydraulic power to the extent of 2,000,000 gallons per annum, which they estimated is the maximum quantity required under existing working conditions, for the sum of five hundred pounds per annum, and in this amount the Company include the cost of maintaining the lift machinery in good working order; such maintenance to include oiling, repacking, and adjustment daily by skilled men, and weekly inspection by the Company's engineer or inspector; a monthly report of the condition of machinery to be furnished to the Council.”

It was pointed out that the only additional cost to the Council would be the payment of lift attendants and renewal of cables and wornout parts. The Company at the same time stated their willingness to purchase or rent the accumulator belonging to the Council, as it would be connected to the mains and utilised in that way to the Company's advantage. Under this amended offer the saving effected, by adopting the power supply from the Company would be £681 5s. per annum, and not £537 10s., as stated in the report of the City Building Surveyor.

On consideration of this letter, and acting on a suggestion made by the City Building Surveyor, that as the question of working by electricity was involved, it was decided by the Works Committee to request the Resident Electrical Engineer to report upon the question, which was accordingly done.

In his report dated 1st May, 1903, the Resident Electrical Engineer stated that the consideration of the question resolved itself into and could best be conveniently considered under three heads, namely:—

1. Safety and Convenience.
2. Working Expenses and Maintenance.
3. Cost of Conversion.

With regard to the first of these heads, it is, he stated, generally agreed that the safest lifts are those having a ram beneath them. The majority of passenger lifts, both hydraulic and electric, are worked by ropes, including those of the Queen Victoria Markets Buildings. Any risks attending the use of ropes may therefore be neglected.

As regards convenience, the advantages, he considered, rested with the electricity supply lifts, which can readily be made automatic. In

public buildings, however, automatic lifts are not practicable, and for speed, smooth running, and simplicity of operation there is nothing to choose between the two systems.

As regards working expenses, these are invariably attributable to cost of power, cost of maintenance and renewals, and cost of attendance.

Electricity at twopence per unit is equivalent to high pressure water at slightly more than one shilling a thousand gallons, or slightly less than one-fourth the lowest price offered by the Hydraulic Power Company, as the following comparison will show :—

#### COMPARISON OF HYDRAULIC AND ELECTRIC ENERGY.

Energy contained in 1000 gallons of water at 700 lbs. pressure per square inch. 1000 gallons, weight 10,000 lbs.

1 lb. pressure per square inch is exerted by a column of water 2·31 feet high.

700 lbs. pressure per square inch is exerted by a column of water 1,617 feet high.

There are, therefore,  $1,617 \times 10,000$  feet. lbs. of energy in 1000 gallons of water at a pressure of 700 lbs. per square inch.

One horse power = 33,000 feet lbs. per min.

One horse power hour =  $33,000 \times 60$  feet lbs.

There are  $\frac{16,170,000}{33,000 \times 60} = 8\cdot16$  horse power hours in 1000 gallons of water.

One unit of electricity contains  $\frac{1000}{746}$  horse power hours = 1·34.

One thousand gallons of water at 700 lbs. pressure per square inch is equivalent to  $\frac{8\cdot16}{1\cdot34} = 6\cdot09$  units of electricity.

The result is 6·09 units at 2d. cost 12·18 pence, and contain as much energy as 1000 gallons of water at 700 pounds pressure per square inch.

But the Resident Electrical Engineer contends that when ordinarily applied to lifts, electricity possesses a further distinct advantage. A hydraulic lift, unless fitted with differential apparatus, requires just as much water to take up the empty cage as it requires to take up a full load. In any case it cannot be made to use water economically at all loads. An electrical lift, on the contrary, uses only the actual power required to work the load. For comparison the cost of maintenance and renewals and attendance may be taken as the same at the Queen Victoria Markets Buildings. An automatic lift requires no attendant.

Comparing those items of working cost, which are not the same for hydraulic and electric lifts, the following figures are the result :—

#### COST OF ELECTRIC LIFTS.

10,718 units at 2d. . . . .	£89	6	4
Interest and repayment of £1,000			
estimated cost of conversion	65	0	0
Cost of working cart lifts,			
240,000 gallons at 4s. 2d. . .	50	0	0
Total . . . . .	<u>£204</u>	<u>6</u>	<u>4</u>



## COST OF HYDRAULIC LIFTS.

2,000,000 gallons at 4s. 2d. per thousand—£416 13s. 4d., or a difference of 51 per cent. in favour of electric lifts.

## COST OF CONVERSION.

The cost of converting the existing passenger and goods lifts, including supply cables in the building, would be approximately £500 each, or five lifts at £500=£2,500.

The cost of converting the cart lifts it was estimated would be about £1,500.

Against the cost of electric lifts, credits must be placed as follows :—

For value of gas engines, pumps, and accumulators .. ..	£500	0	0
Space rendered vacant .. ..	1,000	0	0
Total .. ..	<u>£1,500</u>	<u>0</u>	<u>0</u>

The nett cost of converting all except the cart lifts and one disused passenger lift it was estimated would be about £1,000.

From the general conclusions arrived at by the Resident Electrical Engineer, there appears to be no doubt that the most economical method of working the lifts at the Queen Victoria Markets is by electricity, and there are additional reasons for the adoption of this system by the Council.

The profits derived from the supply of electricity will all benefit another department of the Council's service. But if the Council do not work their own lifts by electricity, the Hydraulic Company will certainly have an excellent argument in favour of their system of operating, which may be used to the detriment of the Council's Electricity Supply Department.

For the reasons given the Resident Electrical Engineer strongly recommended the Council to adopt electrically driven lifts, except in the case of the cart lifts, which are not used often enough to justify the cost of conversion. But in the event of the Hydraulic Power Company declining to supply the cart lifts only, then it was recommended that all the lifts should be driven by electricity, and even then a saving in the cost of working would result.

On considering the foregoing report, the Works Committee decided to call for a joint report from the City Building Surveyor and the Resident Electrical Engineer, and this joint report was prepared and submitted in July last.

In the joint report it was pointed out that electricity would not be available for some months, and that during discussion in Committee the argument has been advanced that there might be some advantage in taking high pressure water from the Sydney and Suburban Hydraulic Power Company until such time as electricity is available. The joint report dealt more particularly with this aspect of the question.

It was assumed that in the event of the conversion being effected in one month from that time there would remain some eight months during which water would be required from the Hydraulic Company.

The present cost of operating the lifts, it will be borne in mind, is £1,181 5s. The Hydraulic Company offered on 27th March, 1903, to supply 2,000,000 gallons of water and to keep the lifts in working order for £500 per annum. A careful estimate, however, showed that the lifts use 2,100,000 gallons of water per annum, and this being so the Hydraulic Company's offer must consequently be increased to £525. Again, in the letter referred to, the Company also offer to purchase or rent the accumulator, but on making further enquiries it appeared that they would allow only a rent of £52 per annum, and the Council would have to pay for renewals to keep the machine in order. The value of the chamber without the accumulator is from £100 to £150 per annum.

The only items on which a saving can reasonably be expected by taking water from the Hydraulic Company are wages, stores, and gas, at present amounting to £762 13s. The difference between this sum and the offer of the Hydraulic Company is £237 13s. per annum, or £158 in eight months. As the Resident Electrical Engineer very pertinently states, it is questionable whether this saving will not be made at the cost of an advertisement to the Hydraulic Company, which may ultimately prove more expensive to the Council.

On consideration of these reports the Works Committee decided to recommend the Council to take no further action in the matter pending the installation of electric lifts, and this action was subsequently approved and adopted by the Council.

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### BELMORE MARKETS.

The result of the year's working at Belmore Markets again shows a most satisfactory increase in revenue.

In 1902 the revenue amounted to £9,528 8s. 1d. and the expenditure to £3,748 11s. 2d., the balance to credit being £5,779 16s. 11d. In 1903 the revenue amounted to £10,150 7s. 7d., and the expenditure to £4,088 18s. 1d., leaving a credit balance of £6,061 9s. 6d., an increase to credit on the year's working of £281 12s. 7d.

Reference has been made elsewhere to the great necessity which exists for improved market accommodation, and it is to be hoped that some step by way of a forward movement in this direction will be made during the current year.

The staff consists of the Clerk of the Markets, seven attendants and two watchmen.

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### REBUILDING BELMORE MARKETS.

Reference is made elsewhere to the deputation which early last year waited upon the Lord Mayor with reference to providing adequate accommodation for the stallholders and market gardeners using the old Belmore Markets. A communication was subsequently received from the joint Committee of Municipal Councils and Progress Associations upon the Strathfield-Hornsby line, forwarding copies of resolutions

which had been unanimously adopted by that body, and asking for consideration at the hands of the Council. These resolutions were as follows :—

1. That this joint Committee of Municipal Councils and Progress Associations, Strathfield-Hornsby line, records its emphatic protest against the rebuilding of Belmore Markets in front of the proposed Central Railway Station.
2. That this Committee considers that the present is a good opportunity for the City Council to reconstruct market accommodation by erecting fruit and vegetable markets on one site contiguous to rail and water carriage.

As the subject of improved market accommodation is likely to receive consideration at an early date, it may be desirable to briefly recapitulate the details of the several schemes suggested and review the position up to date.

In 1901 the City Building Surveyor reported submitting estimates in connection with the proposed new Belmore Markets, it being, as he stated, clearly understood that having no particular data to work upon, either as to the class of building and the materials to be used in construction, the estimates could only be taken as roughly approximate subject to revision.

To erect a plain and suitable building with wrought-iron roof, covered with galvanised corrugated iron, brick walls, and first-class floor, similar to the floor in the western Belmore Market, it was estimated, would necessitate an expenditure of about £21,500 for the site now occupied by the old Belmore Market, whilst to extend the building so as to cover the site now occupied by St. Francis' Church and Schools would increase the cost to about £29,500. The land occupied by the church and school was valued and assessed by the City Assessor at £10,000, and for resumption or sale purposes the City Building Surveyor considers that the sum of £4,000 would have to be paid for the buildings on the site. Whilst the extension was desirable it was pointed out that it was understood to be the intention of the Government to construct a tramway line along Castlereagh Street, and in the event of this being so, the proposed extension of site would have to be abandoned on that account.

As mentioned in my report for 1902, a sketch plan and section of the proposed rebuilding of old Belmore Markets on the site bounded by Pitt Street, Castlereagh Street, Campbell Street, and Hay Street, minus forty feet for the widening of Pitt Street between the two markets, has been prepared by the City Building Surveyor, although it is but right to add that the City Building Surveyor reported that in his opinion the full extent of the present site curtailed by the proposed improvement will in all probability prove utterly inadequate for accommodation in the course of a few years.

It will also be remembered that nearly three years ago the Council obtained statutory powers to borrow a sum of £21,000 for the purpose of erecting new market buildings on the site of the old markets, and on this sum interest at the rate of four pounds per cent. per annum, and a sinking fund at the rate of approximately £180 per annum, is being met each year, although the amount raised by debentures has not been applied to the purpose for which it was borrowed. It is true that in the meantime a sum of £10,000 has been invested temporarily at three and a half per cent., so that the annual statutory obligation is reduced accordingly.

The interest and sinking fund charges approximate to £1,020 per annum, whilst the interest receivable on the proportion invested is £350, leaving a sum of £670 per annum payable in respect of a loan which has not been applied to its legitimate purpose. As three years have almost elapsed since the loan was issued, it necessarily follows that a nett sum of £1,470 has been expended in interest, and a sum of £540 in repayment of principal in respect of a new market, which is even yet in embryo. I therefore deem it my duty to emphatically repeat what I stated in precise terms last year, that a transaction of this character cannot be described as good finance, and that a decision one way or the other is imperatively necessary and should be come to without further delay.

The Works Committee, shortly after the reception by the Lord Mayor of the deputation previously mentioned, took the matter into consideration, with special regard to the allegations made by the deputation, namely, that the site for the markets was too small even for present requirements, and that with the proposed diminution through the widening of Pitt Street and Castlereagh Street it would be impossible to accommodate the business. It was admitted by the responsible officers that there was some force in the contention of the market gardeners regarding the unloading of their vehicles, and the Superintendent of Corporation Assets was inclined to recommend that the Campbell Street and Hay Street frontages should be arranged on the present lines. After further visits to the markets during the early morning when the trade was at its busiest, it had been conclusively ascertained that while it might be expedient to permit the carts loaded in the manner explained to remain in the market, there was no need to allow the place to become a stable for the accommodation of horses. The members comprising the deputation were subsequently interviewed and certain suggested alterations explained to them personally, and they appeared to be satisfied that all branches of the trade would be met by providing a level floor without sunken roadways over the whole area, with two entrances from each street bounding the site. On these lines the original sketch plan prepared by the City Building Surveyor would not need alteration, the only difference being that the roads would not be sunken. By permitting the carts to remain on the floor a certain amount of floor space would be lost, but on the other hand the market gardeners had been given clearly to understand that they would be required to pay according to the space occupied.

Early in April a motion was submitted to the Council to the effect that in the opinion of the Council it was expedient (in the event of the Council being unable to secure a more suitable site) to erect the markets on the Belmore site, and that the Works Committee be requested to make investigations accordingly. This motion was not received favourably, principally on account of its abstract character, and an amendment was carried to the effect that the Works Committee should be instructed to consider the expediency or otherwise of erecting the new markets on the Belmore site. On consideration by the Works Committee, the view was strongly expressed that if the Central Railway Station was to be in immediate juxtaposition it would be an extraordinary thing to have the markets in the same position, as the site would be altogether too valuable for the purpose. It was also pointed out that it would be quite competent for the Council to obtain authority from Parliament to enable the Council to dispose of the property, with a view to the proceeds being applied to the acquisition of another site. Eventually the Committee decided to postpone coming to any definite conclusion on the matter until the receipt of a report from the City Surveyor, the



City Building Surveyor, and the Superintendent of Corporation Assets, who were instructed to report upon the advisability of building on the present site, and as to obtaining a more suitable site, having regard to existing and future requirements.

The City Building Surveyor, in subsequently reporting, expressed the view that the question of future market accommodation for Sydney was one requiring broad and ample treatment, not to be dealt with in any mean spirit, but with full knowledge of the future responsibilities of the Council in this direction.

Primarily the enormous population, which will as a matter of course have to be catered for at no distant date, in a vast and extending city, must be considered. Secondly, the equally important fact that as the City extends the growers must recede beyond the suburbs, and, therefore, that the central markets must be within easy reach of both rail and water borne produce.

The present Belmore Markets, there was no disguising the fact, in the opinion of the City Building Surveyor, did not possess these advantages, and furthermore, the waste produce from the vegetable markets and congested traffic on such a site would tend to not only form a blot near the new Central Station, but in his judgment would greatly hamper any beneficial attempt to improve and widen the congested streets running northward therefrom. By widening these streets to a reasonable width the amount of available space left in Old Belmore Square would be totally inadequate for requirements in the near future.

Having regard to these factors, the City Building Surveyor submitted two schemes for suitable sites for markets.

In the first of these schemes it was suggested that a suitable site for market purposes, that is, for vegetable and fruit markets, could be obtained in the vicinity of Darling Harbour. The advantages to be derived from the adoption of this scheme were (1) accommodation, (2) accessibility, and (3) improvements.

As regards accommodation, the portion suggested for vegetable markets had an area of 1 acre 3 roods 24 perches, as against 1 acre 2 roods 14½ perches in old Belmore Markets. If considered too small for the purpose it was suggested that the area could be extended to Engine Street, giving an additional area of 1 acre 0 roods 21 perches. The whole of the area available under the scheme would then amount to 3 acres 0 roods and 5 perches.

With reference to the advantages of accessibility, the site suggested is immediately contiguous to the Darling Harbour Railway, and rail borne fruit could be handed direct from the waggons into the building. The nearest wharfage is but 160 yards distant, and with the consent of the Railway Commissioners an overhead conveyer could be constructed over the yards from the wharf to the site, such conveyer being worked from the Council's electricity supply plant, thus allowing sea borne fruit to be placed immediately in the building. A glance at the plan shows that the site suggested is easily accessible from all portions of the City by numerous streets, including Pyrmont via William Henry Street overhead bridge. If in later years the demand for extra accommodation necessitated the provision of an extra story, this could be carried out and easy access obtained by extending the width of the sloping road from Pier Street, thus forming an easy grade for vehicular traffic.

On the other hand, if the Council considered it desirable to keep the vegetable and fruit industries together, the City Building Surveyor suggested the purchasing of another block as shown on the plan, which site, after providing for the widening of Pier Street and Hay Street, sixty-six feet in width, would leave an area of 1 acre 2 roods 25 perches, as against 3 roods 33½ perches, the present area of new Belmore Markets. This market, it may be stated, would be exactly opposite the Railway yard, and accommodation for cooling rooms could be easily arranged in both buildings to be worked from the Council's electricity supply plant.

From the standpoint of public improvements it is admitted that the existing buildings on these sites are, with comparatively few exceptions, of a temporary character, and are, to say the least, in a very dilapidated condition, requiring constant attention and close supervision to prevent them from becoming a nuisance. The clearance of these blocks would therefore constitute a great City improvement, which is urgently needed, and would have the effect of opening up a comparatively congested portion of the City, which is now in a very undesirable condition.

The second scheme submitted involved the resumption of the block bounded by Engine Street, Hay Street, and Quay Street, for a large vegetable market, and the adjoining block for fruit markets.

The suggested improvements, which would form a material part of the scheme, include the proposed widening of Hay Street and Quay Street, the straightening of Engine Street, and the cutting through of a new street near Pemell's Flour Mills, to give through access from Sussex Street to Ultimo Road and Thomas Street, thereby relieving George Street of much traffic; and the straightening of Hay Street alignment into George Street is also considered in the scheme.

The markets on this site would have a frontage to the Railway of 400 feet for unloading purposes, and the site is excellently adapted for access from all quarters, and though a short distance from the water frontage, still not sufficiently distant to form a bar to the project.

The area of the block proposed to be set apart for vegetables would be 2 acres 3 roods 13·25 perches, as against 1 acre 2 roods 14½ perches in old Belmore Markets. The block to be allocated for fruit and poultry purposes will comprise an area of 2 acres 1 rood 21 perches, as against 3 roods 33½ perches in New Belmore Markets, and arrangements can easily be made for providing the necessary cooling-rooms.

The buildings generally in these areas are of an inferior and aged type, the demolition of which would form a vast general improvement in a portion of the City which unfortunately sadly needs it. Although this scheme might at first sight appear somewhat extensive, the City Building Surveyor thought it well worthy of the Council's careful consideration, and in support of his view he stated that he considered the provision of the market space as suggested was not excessive when reviewing the immense strides made in the City during the preceding twenty years, and the extreme probability of a still greater rate of progression in the future.

Blocks in Regent Street, Dixon Street, Harris Street and Campbell Street were also under consideration, but it had been found that all these suggested sites were too small for the required accommodation, and lacked the peculiarly easy access to rail and water which the two suggested sites possessed.

Subsequently a joint report was submitted by the City Surveyor, City Building Surveyor, and the Superintendent of Corporation Assets, stating that the officers named had inspected a number of sites in various positions which had been suggested as suitable for markets to include fruit, vegetable, poultry and meat, and had definitely agreed upon two which they considered were the best for the purpose, being convenient to rail and boat.

The first site suggested comprised the acquisition of two blocks bounded by Darling Harbour Railway, Ultimo Road and Quay Street, containing an area of 4 acres 0 roods 19 perches.

The alternative site comprised the resumption of three blocks bounded by Darling Harbour Railway, Pier Street, Lackey Street, Matthew Street and Engine Street, containing an area of 4 acres 0 roods 39 perches.

The present Belmore Markets contain an area of 2 acres 3 roods 38 perches. Of the two sites mentioned the officers concurred in recommending the second or alternative site as being the more suitable in every respect, being centrally situated with wide streets for access and exit, imperative desiderata where market facilities are concerned. The railway runs alongside at a convenient level, whilst the harbour can be used by an overhead way of no considerable length to a convenient wharf, and there is adjoining land which could hereafter be resumed for extension so as to provide additional accommodation when required.

At a subsequent period the Council decided on a reconsideration of the whole question with a view to providing a new site, and to this end the Amending Corporation Bill was further amended and draft clauses with the object named inserted accordingly.

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### FISH MARKETS—WOOLLOOMOOLOO.

In 1902 the revenue derived from the Fish Markets at Woolloomooloo amounted to £3,746 and the expenditure to £3,137, leaving for the first time for a very considerable period a satisfactory credit balance of £609. In 1903 the revenue amounted to £4,077 and the expenditure to £3,211, leaving a credit balance on the year's working of £866, an increase of £257 as compared with the successful and satisfactory transactions of the preceding year. Under these very gratifying circumstances I am glad to be able to place on record the fact that the excellent results achieved must very largely be attributed to the careful economical management and administration exhibited by the Superintendent of Corporation Assets, combined with the efficiency of the officers under his control, and who deserve every credit for the painstaking interest manifested in the discharge of their duties.

The plant has been well maintained during the year.

The clerical, mechanical and attendant staff consist of an inspector, three engineers, one fireman, five attendants, and one watchman.

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### FLEMINGTON CATTLE SALE YARDS.

The revenue from the cattle sale yards has on the whole been fairly well maintained during the year, the amount received being £8,565 and the expenditure £1,161, leaving a credit balance of £7,404 to be

transferred to the City Funds, as against £8,830 for the preceding year. As the credit balance for 1902 was £2,510 in excess of 1901, there is no reason for discouragement owing to reduced revenue for 1903, seeing that the credit balance for the year is £1,084 in excess of 1901.

The staff at the sale yards consists of an inspector, one watchman, one carpenter, and three attendants.

The customary regular official visits to the yards are paid by the Superintendent of Corporation Assets once at least in each fortnight, and such other times, with or without notice to those in charge, as may be deemed necessary.

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### AUSTRAL FREEZING COMPANY—FEES AND CHARGES.

The Council issued a writ against the Austral Freezing Company claiming the sum of £826 19s. 9d. for fees on sheep and cattle of the Company yarded for slaughter by the Company in yards within fourteen miles of the City of Sydney. The Company purchase sheep and cattle in various parts of New South Wales for export and drive them to their premises and yard them there for the purpose of slaughter prior to export. After being slaughtered they are cleaned and frozen, brought into Sydney, and thence exported. None of them are sold within the yards or in New South Wales. The yards are situated within fourteen miles of the City of Sydney, and are not licensed or owned by the Council.

The Company obtained a license from the Council of the Municipal District of Granville to slaughter cattle in and upon the said premises and yards under 57 Vic., c. 21, the said yards being situate within the Municipal District of Granville, and more than three miles from the City of Sydney.

The Council claimed that under and by virtue of By-law number 10, published in the *Gazette* of 13th December, 1900, they were entitled to charge fees on all sheep and cattle brought into the Company's said yards for the purpose of slaughter prior to export.

The Company, on the other hand, claimed that in so far as the By-law number 10 relates to cattle intended for slaughter only yarded in yards other than those licensed or owned by the Council, it is *ultra vires*, and that the Council had no power to make such by-laws prescribing fees in respect of such cattle, and that the Council has by law no power to charge any fees on sheep or cattle brought into the Company's said yards.

The question submitted under a special case stated by consent of the parties for the determination of the Supreme Court of New South Wales was whether the Council's contention or that of the Company was correct. If the former, it was agreed that a verdict should be entered for the Council for £826 19s. 9d. and costs, and if the latter, that a verdict should be entered for the Company with costs.

By-law number 10 is in the words following :—

“The following tolls and dues shall be the fees and charges payable to the Council on cattle received into the Metropolitan Saleyards at Flemington for sale, and upon all cattle intended for slaughter only yarded in yards (other than those licensed or owned by the Council) in the City of Sydney or within fourteen miles thereof.”



The case was argued before Acting Chief Justice Stephen, Mr. Justice Owen, and Mr. Justice G. B. Simpson.

Sir Julian Salomons, K.C., and Mr. Garland appeared for the Council, and it was contended that section 139 of the Sydney Corporation Act gives the Council power to make by-laws in respect of fees and charges for cattle intended for slaughter yarded in any yard in the City of Sydney or within fourteen miles thereof, and that while the Court would look with critical eyes on by-laws made by private companies, in determining the validity of by-laws made by public representative bodies such as the Council, the Court would be slow to hold a by-law as void. Under section 225 the onus of proving the invalidity of a by-law is put upon the person disputing its validity.

Mr. Pilcher, K.C., and Mr. Shand appeared for the Company, and referred to Section 132 of the Sydney Corporation Act, under which the Council may establish sale yards, while section 133 says that after such sale yards are established they shall be the only yards for the sale of cattle within the City of Sydney or the limits mentioned in section 132, except as provided for in section 138. This latter section, counsel contended, enabled the City Council to erect, maintain, or license yards for the sale of calves, lambs, pigs, milch cows, and horses, or to license places for the slaughter of pigs, calves and sheep. These were the only sections giving the Council power to erect sale yards or to license slaughter yards. Under counsel's contention there was no power given to the Council to license the Company's yards for slaughter of cattle within the definition of the word "cattle" in section 3 of the Act. Clearly, then, it was argued, the power to charge fees given in section 139 on cattle yarded for slaughter in yards established or licensed as hereinbefore provided could only refer to yards established or licensed by the Council under sections 132 and 138. In sections 132 and 139 the same words are used, "yards and other premises," and there was no power to charge for acts done under section 138 except that given in section 139.

Sir Julian Salomons, K.C., in reply, argued that the word "established" in section 139 must be limited to section 132 exclusively, and could not refer to section 138 in any way. Further, if cattle are brought to any yards within fourteen miles of the City of Sydney, intended for slaughter, no matter where they are killed, the Council is entitled to charge fees. In order to prevent owners of cattle evading fees chargeable in the Metropolitan Yards by going to outside yards, the by-laws were passed. There is nothing to compel owners to send their cattle to the Metropolitan Yards, so the Legislature said if you go elsewhere you must pay fees. Section 139 clearly refers to "any yards" within fourteen miles of the City of Sydney.

The Acting Chief Justice and Mr. Justice Owen gave judgment in favour of the Company and against the Council, but Mr. Justice G. B. Simpson dissented; and as the dissent of Mr. Justice G. B. Simpson may be regarded as a justification of the action of the Council, I give the judgment in full.

Mr. Justice G. B. Simpson stated he was of opinion that the contention of the Council as set out in paragraph 6 of the special case was correct; that By-law number 10 of 13th December was not *ultra vires*, and that a verdict should pass for the Council for the agreed sum of £826 19s. 9d. with costs. It appeared to him, from section 139 of 45 Vic., No. 3, in terms reasonably clear and explicit, that it was the intention of the Legislature to confer upon the Municipal Council of Sydney power, after

they had established Metropolitan Sale Yards and made by-laws in respect thereof, to impose fees or charges upon any cattle intended for slaughter yarded in the City of Sydney or within fourteen miles thereof. The words "or brought for sale by auction," etc., no doubt create a difficulty by reason of what is pointed out in the judgment of the Acting Chief Justice, but they may for the purpose of construction be separated from and dealt with independently of the words "yarded in the City of Sydney or within fourteen miles therefrom." The expression "as hereinbefore provided" may fairly be taken to refer merely to the distance of fourteen miles, and should not be thought to read as limiting the operation of the section to those sale yards which have been established by the Council under section 132. If this limitation had been intended by the Legislature, the word "such" would probably have been inserted before "sale" in section 139, and all the words after "premises" down to and inclusive of the word "provided" might easily and probably would have been omitted. "Such yards" are mentioned in that part of the section where the established sale yards are undoubtedly referred to, and almost immediately afterwards there is a departure from "such yards," and a reference is made to "any sale yards or premises in the City of Sydney, etc."

Under the Cattle Sale Yards Act of 1870, 33 Vic., No. 16, repealed by the Sydney Corporation Act, 43 Vic., No. 3, the Municipal Council of Sydney was empowered to establish in such suitable place or places as the said Council might determine, buildings, yards, and other premises for the purpose of making provision for the sale of cattle. The Council was also empowered to borrow money for the erection and maintenance of such yards and premises, and after a certain date to impose fees and charges to be set forth in the by-laws upon owners of *every head of stock brought to any sale yards established under the Act*. In section 6 it is enacted that "so soon as any such sale yards are established and by-laws shall be approved and published as hereinafter provided, it shall be lawful for the said Municipal Council to take and demand in respect of any cattle intended for slaughter yarded or brought for sale by auction to any sale yards or premises in the City of Sydney or within ten miles thereof, the fees and charges to be specified to be set forth in by-laws to be made as hereinafter directed."

It appeared clear to Mr. Justice Simpson that under section 6 of 33 Vic., No. 16, the Council could legally have imposed fees and charges upon any cattle intended for slaughter yarded in the City of Sydney or within ten miles thereof. Power to impose fees and charges upon stock brought to the sale yards established under the Act had already been given by section 2. It appeared to him that whoever drafted section 139 of 43 Vic., No. 3, evidently had before him the provisions of section 6 of 33 Vic., No. 16, and the Legislature which repealed that Act by passing 43 Vic., No. 3, must be taken to have been aware of the provisions of the former Act. It was, in the opinion of Mr. Justice Simpson, intended by section 139 of 43 Vic., No. 3, to preserve a right to the Municipal Council of Sydney similar to that which it had possessed under section 6 of 33 Vic., No. 16, and "fourteen miles" were substituted for "ten miles," because the Council was only given power to establish sale yards within the first-named distance of the City of Sydney. The repealed Act 33 Vic., No. 16, contained no prohibition against the sale of cattle in other than the established sale yards. Section 133 of 43 Vic., No. 3, does not contain such a prohibition, subject to certain exceptions. Non-elimination from section 139 of the words "or brought for sale by

auction to any sale yards or premises"—*ipsissima verba* of the repealed Act—may have been a *casus omissus* on the part of the Legislature, or it may have been supposed that cattle intended for slaughter might be brought for sale by auction to other than the Metropolitan Yards, although the sale or offering for sale in such other yards would subject the offender to specified penalties. The intension of the Legislature appeared to be definitely expressed by reading section 139 thus: "When any sale yards are established and by-laws in respect of such yards are made and published, it shall be lawful for the Council to take and demand in respect of any cattle intended for slaughter yarded in the City of Sydney, or within the distance of fourteen miles therefrom, the fees or charges specified and set forth in by-laws to be made in that behalf, such fees and charges not to exceed the scale prescribed in Schedule G hereto." The question before the Court was not in any way affected by the fact that the defendant Company had obtained a slaughtering license from the Municipal District of Granville, and having paid prescribed fees in respect thereof. Mr. Justice Simpson concluded by stating that the Legislature on several occasions had adopted the principle of allowing Municipal Councils which have established sale yards to charge fees upon cattle intended for sale yarded in or brought to sale yards other than the municipal yards, but sales in such other yards are not prohibited.

References in support were made to the Albury Cattle Sale Yards Act of 1887, West Maitland Cattle Sale Yards Act of 1888, Bathurst Cattle Sale Yards Act of 1889, Wagga Wagga Cattle Sale Yards Act of 1890, and the Bega Cattle Sale Yards Act of 1895.

As already stated, judgment was given against the Council, and against this judgment the City Solicitor, acting under instructions from the Council, has taken the necessary steps to appeal to the Privy Council, and that appeal will no doubt be dealt with during the present year.

As the City Solicitor points out, the matter is of great importance to the Council, inasmuch as the revenue involved is about £2,000 per annum, and in the event of adverse decision by the Privy Council there is no likelihood of the Council securing an amendment of the Act giving the Council the necessary powers.

In justice to the City Solicitor it is but right to point out that he has always taken the view that the decision of the Court would be adverse to the Council's claim; but having regard to the large amount involved and the necessity of obtaining a judicial construction of certain sections of the Act, the City Solicitor fully recognises the necessity of obtaining a decision from the highest Court in the Empire on the question, and of adopting all means for the purpose of bringing the matter to a successful issue if possible.

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### SMALL STOCK YARDS.

The injurious effects of the severe long-continued drought have in no case made themselves more manifest than in the Small Stock Yards in Sussex Street. Whilst in 1901 the income amounted to £1,457, and in 1902 to £1,466, it has this year been diminished to £992, a decrease in receipts of £474. This, combined with an increased expenditure of £81, has reduced the balance of receipts over expenditure to £466, compared with £1,001 at the end of 1902. In addition to the drought, which in



itself occasioned an enormous decrease in the numbers of small stock, a serious outbreak of swine fever occurred, and to these unpreventable causes the serious loss in revenue must be attributed. The County of Cumberland was in a state of quarantine for six months, as also was the Clarence River, from which fully fifty per cent. of the pigs are received in the yards.

With the gratifying disappearance of the drought and a restoration to normal conditions, it is anticipated that the revenue will speedily be restored.

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### EXHIBITION BUILDING.

As anticipated in my last report, a considerable sum has had to be expended in maintaining the Exhibition Building in a proper state of repair, the amount expended being £700 5s. 11d., with a revenue of £337 12s. 8d., leaving a debit balance of £362 13s. 3d., compared with a credit balance of £585 13s. 4d. at the close of the preceding year. It must, however, be remembered that during a considerable part of 1902 the premises were occupied by a tenant paying a fairly good rent, and that on completion of new buildings that tenant has vacated the Exhibition Building, and there is a consequent loss in revenue to the Council.

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### DEPOSITS ON TENDERS.

Considerable dissatisfaction was occasioned on several occasions during the past year with regard to what appeared to be somewhat unreasonable and oppressive arrangements in connection with deposits on tenders, and in September last I was instructed by the Council to report to the proper Committee on the then existing arrangements for cash deposits and securities required from persons contracting with the Council, with a view to an improvement being effected.

A report was accordingly prepared and submitted to the Finance Committee, but having reported fully on the general question of tenders in 1902, I had nothing further to add to the report then presented, with the exception of one particular point, and on that point I deemed it desirable to suggest some change with regard to the return of a preliminary deposit to the person or firm whose tender might be accepted.

As an illustration of the difficulty which had been experienced, the contract entered into for re-wiring the Town Hall was quoted.

Clauses 6 and 7 of the conditions of tendering under this contract provide as follows :—

Clause 6.—“Parties tendering for these works must deliver to the City Treasurer a cash deposit of one hundred and fifty pounds (£150) on or before the date of time specified in advertisement for the reception of tenders. No tender will be taken into consideration by the Municipal Council unless it is accompanied by such deposit, which deposit will be returned in all cases of non-acceptance of tender, and to the person whose tender shall have been accepted when he has signed the contract and completed the work comprised



in the specification to the satisfaction of the architect, but not otherwise ; and in the event of his failing to sign the contract within the time limited or to complete the work referred to, or both, the deposit will be forfeited absolutely to the Council towards liquidation damages. The lowest or any tender not necessarily accepted."

Clause 7.—"The contractor whose tender shall be accepted shall within five days of being so required, by the architect sign a contract in a form which may be seen at the office of the architect and deposit with the Council cash security to the amount of ten per cent. (10%) on the costs of the works, for the due fulfilment of his contract. If the contractor shall fail in the observance or performance of any covenant or condition on his part contained, or commit a breach of any such covenant or condition, the sums deposited under that and the preceding clause shall be forfeited to the Council. The contractor to pay cost of stamp duty on contract."

Again, under the provisions of Clause 26 of the contract referred to, it is provided as follows :—

"When the value of the works as computed by the architect, and not included in any former certificate, shall from time to time amount to the sum of three hundred pounds sterling (£300), or otherwise at the architect's reasonable discretion, the contractor is to be entitled, upon producing a certificate from the architect, to receive payment at the rate of eighty per cent. (80 %) upon such value, until the value of the works executed shall amount to fifty per cent. (50 %) upon the amount of the contract, after which time the contractor is to be entitled to receive payment of ninety per cent. (90%) of the value of all works thereafter executed and not included in any former payment ; and when the work shall be completed, the contractor is to be entitled to receive one half of the amount remaining due, upon the certificate of the architect, and the contractor is to be entitled to receive the balance of all moneys due or payable to him under or by virtue of the contract within three (3) months of the completion of the works, except a sum of one hundred pounds (£100) to be retained for six months."

The total amount of this contract was £1,530. Under the provisions of the recited Clause 6, a sum of £150 was deposited, and under the provisions of Clause 7 a further sum of £153 was also deposited, making £303 deposited as cash security on a contract of £1,530, or 19·8 per cent., a percentage out of all proportion to the value of the contract.

In addition to this, the retention money, as provided under Clause 26, has also to be taken into consideration, and even after the works have been completed for three months, a sum of £100 may be retained for another six months, in addition to the deposits made under the provisions of Clause 6 and Clause 7. Seeing that the insertion of stringent provisions of this character might in some cases prove exceedingly harsh in their operation, and not only so, but they might and probably would have the effect of retarding and restricting healthy competition on the part of small contractors who cannot afford to lock up such sums of money for extended periods, I deemed it my duty to recommend that in all cases

the amount of the preliminary deposit made with a tender should be returned to a successful tenderer on his executing the contract documents for the fulfilment of the contract and the deposit of the security provided for in the conditions.

Furthermore, in fixing the amount of a preliminary deposit on tenders, I recommend that a sum should be fixed bearing a reasonable proportion to the value of the contract, instead of ten per cent., as in the case referred to. A sum approximating to five per cent. on the estimated amount appeared, in my judgment, to be ample to meet the requirements of the Council.

The Finance Committee unanimously adopted these recommendations, and they were subsequently approved and adopted by the Council.

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### FEDERAL GOVERNMENT PROPERTIES—RATES.

The question of the liability of the Commonwealth Government to pay City rates of transferred properties remained undetermined at the close of the year owing to the delay in the constitution of the Federal High Court. In order, however, to protect the City Council against the operation of the statute of limitations, a communication was addressed to the Minister for Home Affairs with regard thereto, and in reply a letter was received stating that if the Council would undertake not to proceed against the Federal Government for the rates claimed in any Court other than the High Court, the Federal Government would undertake to pay all arrears of rates which have accrued in respect of any of the transferred properties since their becoming vested in the Federal Government if the decision of the High Court was in favour of the City Council. The undertaking was given accordingly.

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### RATEABLE VALUE AND RATES.

The accompanying statement furnishes useful information relative to the assessed value of the City properties, with the amount of the rate in the pound, and the rate revenue receivable for the decade ending 31st December, 1903.

Year.	Rateable Value.		Rate in the £.		Rate Revenue Receivable.		
	£		s.	d.	£	s.	d.
1894 ..	2,285,399	..	1	4	152,359	18	8
1895 ..	2,124,942	..	1	4	141,662	16	0
1896 ..	1,976,500	..	1	4	131,766	13	4
1897 ..	1,948,489	..	1	4	129,899	5	4
1898 ..	1,940,786	..	1	4	129,385	14	8
1899 ..	1,933,067	..	1	4	128,871	2	8
1900 ..	1,930,345	..	1	6	144,775	17	6
1901 ..	1,951,649	..	2	0	195,164	18	0
1902 ..	2,015,780	..	1	10	184,779	16	8
1903 ..	2,062,600	..	1	9	180,477	10	0

The assessment for 1903 includes the sum of £31,993, assessed value of land occupied by mains belonging to the Australian Gas-Light Company and Sydney Hydraulic Power Company respectively.

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## CITY ASSESSMENT.

The total number of appeals against the General City Assessment made in 1902, in respect of which notices were received, was 385, representing 157 appellants. The aggregate assessment represented by appeals amounted to £55,097, which at 1s. 9d. in the pound, represented a product of £4,820 19s. 9d., which was reduced by friendly appeal as agreed upon by the appellants in conference with the City Assessor, and subsequently confirmed and allowed by the Appeal Court, His Honour Judge Backhouse presiding, together with appeals not reduced by the non-appearance of appellants at the Court to £45,859.

This sum at 1s. 9d. in the pound, the rate for the current year gives £4,187 13s. 3d., the difference in the assessment being £7,238, or a reduction in the amount realisable by the City rate of £633 6s. 6d.

In connection with the Supplementary Assessment the Appeal Court was presided over by His Honour Judge Rogers, who confirmed the assessments reduced by friendly appeal, together with appeals not reduced by reason of the non-appearance of appellants at the Court.

The total number of appeals against the Supplementary Assessment was 22, representing 23 appellants against an aggregate assessed value of £4,197, which produced at 1s. 9d. in the pound £367 4s. 9d. The amount as reduced and confirmed by the Court was £3,815, which at 1s. 9d. in the pound produced £333 16s. 3d., the difference being £382, which at 1s. 9d. in the pound produced £33 8s. 6d.

The aggregate of the Supplementary Assessment for 1903 amounted to £95,178, as against the old general assessment superseded and amounting to £71,973, thus increasing the assessment by £23,205, subsequently reduced, as previously stated, on appeal by £7,620, namely, £7,238 in respect of the General Assessment and £382 in the Supplementary Assessment, leaving a nett increase on the General and Supplementary Assessment combined for 1903 of £15,585, which at 1s. 9d. in the pound produces £1,363 13s. 9d.

These totals, it should be stated, do not include properties under the jurisdiction and control of the Sydney Harbour Trust as arranged to be included, the necessary particulars not being available at date.

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## RATING OF LAND—MAINS AND PIPES.

The Australian Gas-Light Company and the Sydney and Suburban Hydraulic Power Company are empowered under private Acts of Parliament, with the approval of the City Council, to lay mains and pipes under the streets of the City for the supply of gas and hydraulic power respectively.

The important matter of assessing the land occupied by the mains and pipes of the above-mentioned companies was suggested by Mr. Percy S. Dawson, the City Solicitor to the Council, in a letter dated 19th November, 1900. The City Solicitor directed attention to the fact that the Privy Council had recently given a decision in the case of the Borough of Fitzroy and the Melbourne Tramway Company, which he considered might be of considerable assistance to the Council in charging with the payment of rates certain corporations which have pipes laid in the City. On consideration of this letter the City Solicitor was instructed

to report on the power of the Council to make such assessment, whereupon under date 14th March, 1901, he reported that in his opinion the respective companies were rateable, and subsequent proceedings and decisions have fully justified the accuracy and soundness of the advice tendered to the Council by Mr. Dawson.

In reporting upon the Council's power to assess the properties of the Australian Gas-Light Company and the Sydney and Suburban Hydraulic Power Company, attention was directed to the English Act, 43 Elizabeth, c. 2, under the provisions of which "occupiers of lands" are rated for the poor rate, and gas and water companies are rated under such statute as "occupiers of land," first by what may be called their headquarters where gas is manufactured or water collected, and secondly, by the system of mains and pipes by which they deliver the gas or water to their customers (*Reg. v. Lee*, L.R., 1 Q.B. 241; *Reg. v. Corporation of Bath*, 14 East 609).

Under Section 103 of the Sydney Corporation Act of 1897 all lands, whether occupied or not, within the City are rateable property, and the only express exemptions are those contained in section 117 of that Act, "lands vested in trustees for the purpose of public recreation, health and enjoyment." By section 115 the liability for rates is first thrown on the tenant, *i.e.*, the occupier, and ultimately on the landlord.

A perusal of the Sydney Hydraulic Power Company's Act, 1888, and the Acts incorporating and relating to the Australian Gas-Light Company, clearly shows that there is nothing therein exempting such companies from rates.

Furthermore, with regard to the rating of gas and water companies, it is immaterial that another person is rated for the surface of the land (*Reg. v. Chelsea Waterworks*, 5 B. and A. 156, etc.).

The City Solicitor therefore reported that he was of opinion that under Section 103 of the Sydney Corporation Act of 1879 both the Australian Gas-Light Company and the Sydney and Suburban Hydraulic Power Company could be rated in respect of the land occupied by their mains and connections in the City of Sydney.

Seeing, however, that the matter was one of magnitude and great importance to the Council, and as the companies concerned would probably contest the matter as far as possible, the City Solicitor suggested that the opinion of counsel should be taken thereon before making the assessment. Instructions were accordingly given to obtain leading counsel's opinion on the point, having regard to the importance of the issues involved.

Dr. Cullen, who was first consulted, in giving his opinion under date 19th April, 1901, stated that he was clearly of opinion that each of the companies was liable to be assessed and rated. A long series of English decisions has established the rateability of such property for the purposes of poor rate, and the principles therein laid down have been repeatedly applied by the Victorian Court to the subject of municipal rates. Notwithstanding any difference in wording between the English statutes and the Sydney Corporation Act, it appeared clear that the statutory right to lay and maintain these mains and pipes constitutes the companies, once the right is acted upon, "occupiers of land" under a tenure, which makes it rateable property within the meaning of section 103 read in connection with the definition of land in the Acts Shortening Act. It also appeared clear that the case did not come within the exemptions created by section 117.



In giving his opinion under date 19th July, 1901, Sir Julian Salomons stated his first impression was that the companies referred to were not, in respect of the parts of the streets or roads which carried their mains and pipes, "occupiers" of "rateable property" within the meaning of the Sydney Corporation Act of 1879, having particular regard to sections 103 and 115. The inclination of this opinion was to some extent influenced by the view taken by the Supreme Court Judges in a case in which the Railway Commissioners were interested (*ex parte Bennetts*, 21, N.S.W., L.R. 249). In this case, Bennetts, a railway ganger, had built and was in the beneficial occupation of a cottage within the borough, erected on land vested in the Railway Commissioners, and on the argument as to his liability for municipal rates many English decisions were cited in favour of the borough's contention. But all those decisions were as to "poor rates" under the statute of Elizabeth 43, c. 2, and the Court refused to adopt the reasoning in such cases, and drew a distinction between the basis and nature of liability for poor rates and a similar liability for municipal rates, either under the Imperial Acts or the State Acts. I may say here in passing that this is an absolutely new doctrine to me, because in England assessment to the poor rate is the basis of all other rating.

As far as counsel was aware, there was no decision in England in cases like the Gas and Hydraulic Power Companies taking the same view as to occupation and consequent liability, that is, whether the judgment in the Victorian appeal to the Privy Council (*Melbourne Tramway Company v. City of Fitzroy*, 1901, App. Ca. 168). Having regard to the decision and the reasoning in that case and the reference therein with approval to the Pimlico Tramway case, which was one as to the poor rates (9 L.R., Q.B. 9), counsel was of opinion that it must be authoritatively decided that these companies were liable to be "assessed and rated under the provisions of the Sydney Corporation Act, 1879, in respect of the land occupied by their mains and pipes laid under the streets and other land within the City of Sydney." Once get rid of any distinction between poor rates and municipal rates, then the decisions are clearly in favour of the Corporation. Here, again, I may say, I never knew or heard of any distinction in England between poor rates and municipal rates. A decision in relation to assessment for poor rates always applied to and governed an assessment for municipal rates. Counsel proceeded to say that it is only necessary to quote the following from an English decision:—"In this case the first question is whether the companies are rateable for their mains which are laid under the surface of the highways without any freehold or leasehold interest in the soil thereof being vested in the company. We think they are. These mains are fixed capital vested in land. The company is in possession of the mains buried in the soil and so is, *de facto*, in possession of that space in the soil which the mains fill, for a purpose beneficial to itself. The decisions are uniform in holding gas companies to be rateable in respect of their mains, though the occupation of such mains may be, *de facto*, merely and without any legal equitable estate in the land where the mains lie by some statute." (*The Queen v. West Middlesex Waterworks*, Q.B. 1 E. and E. 720.)

Again in the judgments in the House of Lords, *Holywell Union v. Halkyon Drainage Company*, where the decision of the Court of Appeal on the question of "occupation of land" was reversed (1895 Appeal Cases, p. 120), that is, was decided against the defendant company, Sir Julian Salomons expressed concurrence with the conclusions of Dr. Cullen.

The Council decided to assess the land occupied by the mains and pipes, and the duty of performing the intricate accountancy work involved in the preparation of the assessment was vested in the hands of the City Treasurer, Mr. S. H. Solomon, who discharged an exceedingly difficult work in a manner worthy of all praise. I have had considerable experience in the preparation of assessments, but I have not known anything better conceived or carried out than that carried out by the City Treasurer in relation to these particular cases.

The assessment as finally made by the City Assessors amounted to £42,804 in respect of the Australian Gas-Light Company, which sum was apportioned by the Assessors over the several Wards of the City in equal proportions, £3,567 being allotted to each Ward.

In the case of the Sydney and Suburban Hydraulic Power Company, Limited, the assessment amounted to £12,224, allocated as follows :— Bourke Ward, Gipps Ward, Lang Ward, and Macquarie Ward, each £2,292; and Cook Ward, Denison Ward, Phillip Ward, and Pyrmont Ward, each £764.

Both companies intimated their intention of appealing against the assessment, and in effect on precisely the same grounds, viz. :—

1. The lands occupied by the mains and pipes of the company were not liable to be assessed.
2. The Council had no power to assess the mains and pipes.
3. The appellants were not liable to pay rates in respect of mains and pipes, or in respect of land occupied by such mains and pipes.
4. That the assessment was not properly made.
5. That the basis of the assessment was incorrect.
6. That the assessment was excessive.

The appeal of the Australian Gas-Light Company was determined *pro forma* by the District Court in favour of the Council, and with the object of determining the principles upon which the rateable value should be determined and the liability of the companies to assessment for rates, it was agreed by and between the parties that a special case should be stated by his Honour District Court Judge Murray for the decision of the Supreme Court of New South Wales.

The appeal came on for hearing at a sitting of the Full Court early in August, 1902, before Acting Chief Justice Stephen and Mr. Justice Owen and Mr. Justice Pring, and judgment was delivered on 3rd April, 1903, when it was held that under Section 103 of the Sydney Corporation Act the companies were liable to be assessed for city rates in respect of the land occupied by their pipes and mains. Elaborate judgments on the main question as to the liability of the companies to be assessed in respect of the land occupied by their mains and pipes were delivered by Acting Chief Justice Stephen and Mr. Justice Pring, Mr. Justice Owen concurring in the judgment of the latter; and an equally elaborate judgment was delivered by Mr. Justice Pring, in which Mr. Justice Owen concurred, on the question on what principle the rateable value of the mains and pipes ought to be ascertained.

The Council agreed to allow certain deductions claimed by the Gas Company, but in relation to certain other items disputes arose, and in respect of these judgment was given.

Full particulars of the special case and the judgments of the Supreme Court are maintained in the New South Wales State Reports, Vol. III., 1903, pp. 66-90.

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### SYDNEY HARBOUR TRUST—EXEMPTION FROM RATES.

Under the provisions of the Act constituting the Sydney Harbour Trust—again conforming to the principle that might is right—the Trust is allowed exemption from rates on property occupied for the purposes of the Trust; but in this connection it is strongly contended on behalf of the Council that in respect of wharves and wharf properties over which the Trust exercises control, all rights of private ownership, and which it holds for trading purposes, where it collects shipping charges, and in every way appropriates and uses the land by way of entering into keen competition with other shipping firms that are thus handicapped by the exemption of the Harbour Trust, that it should recognise its obligation of paying rates. The Harbour Trust exemptions have cost the Council £12,500 to the end of 1903. Full reference was made last year to the proceedings before the District Court Judge, under whose order an agreement entered into by counsel for the Harbour Trust and for the City Council was to be taken as having been formally made at a sitting of the Court of Appeal. During the past year certain members of the Council have taken strong exception to this agreement, and suggestions have been made that it should be terminated. On this subject it must be remembered that the City Solicitor has advised that the agreement does not in any way override the Corporation Act, but was necessitated by the fact of the passing of the Harbour Trust Act, which renders land within the area vested in the Trust, buildings occupied by the Trust, and buildings unoccupied exempt from rates. Leaving the City Treasurer and myself out of the question, it is just as well to place on record the fact that the City Solicitor has advised that in the absence of the agreement the Council would be in danger of losing the whole of the rates of many of the properties. Consequently if the Council desires to repudiate the agreement, the Council must take the responsibility of acting in direct opposition to the advice of its responsible officers, and for any loss in revenue which may result those officers must be held blameless.

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### FIRE BRIGADE—CONTRIBUTION.

Attention was directed last year to what appeared to be the abnormally excessive increase in the contribution payable to the Fire Brigade Board, such increase giving rise to much hostile comment and adverse criticism relative to the administration of the Board and the several items of expenditure included in the annual charge. The Council, it will be remembered, determined to fully investigate the matter and to take eminent counsel's opinion with regard to the legality of certain items.

Under the provisions of Section 11 of the Fire Brigades Act, 1902, it is enacted that the Colonial Treasurer shall, out of the Consolidated Revenue Fund, pay such sums as Parliament votes to enable the Board to acquire plant, including both land and floating engines, and to establish



fire alarms, telephones, and other appliances in connection with the extinction of fire. With regard to contributions to the Board, it is provided under section 20, sub-section 1, as follows :—

Towards the annual outlay, as estimated by the Board, in maintaining the Brigade and for other purposes authorised by this Act, a sum equal to the whole of such outlay shall be contributed annually in equal portions and be paid to the Board by—

- (a) The Fire Insurance Companies insuring property within the Metropolitan District.
- (b) The Municipal Councils of the City of Sydney and of the several municipalities enumerated in the schedule hereto.
- (c) The Colonial Treasurer out of the Consolidated Revenue Fund, the said companies contributing one-third of such annual outlay, the said Municipal Councils one-third, and the Colonial Treasurer one-third thereof.

Section 25 provides that the contribution of the Municipal Councils of the City of Sydney and of the several municipalities enumerated in the schedule referred to shall be ascertained and provided by a *pro rata* apportionment thereof, according to the assessed value of rateable property situate in the said City and municipalities respectively, as shown by the then last preceding assessment.

In January, 1903, the Council was furnished with a report by Alderman Lindsay-Thompson, the Council's representative on the Board. From this report it appeared that the Fire Brigade Board had levied the rate at £45,450 for the year 1903, as against £30,600 for the previous year, an increase of £14,850; and while personally opposed to excessive and unnecessary taxation, Alderman Lindsay-Thompson held that the conditions of the Fire Brigade demanded and justified the step.

There appears to be no doubt that the Fire Brigades Board has from time to time included in its annual estimates under the recited section sums required for the purchase of land and erection of fire stations thereon, and that large sums of money have been expended for this purpose. It is also admitted that there is a growing need for the establishment of further fire stations in parts of Sydney and suburbs, and the Board actually stated that it would be necessary to expend upwards of £20,000 for the purchase of land and the erection of stations thereon, or for the purchase of land and buildings for such purpose within the next two or three years. It subsequently transpired that since 1896 the Fire Brigade has been worked on an overdraft—the most rotten system of financing a public body which can be imagined—which at the beginning of 1903 amounted to approximately £7,000; also that freehold properties and stations had been purchased out of the annual contributions. It therefore appeared perfectly clear that the proportionate contributions have from time to time been levied upon a basis considerably higher than that authorised by Act of Parliament, and it would be interesting to know how many thousands of pounds have been paid by the contributing authorities in contributing to the excessive demands and illegal claims made annually by the Board.

In submitting the case for the opinion of counsel, advice was sought on the following points :—

1. Whether the Board has power under the said Act to include in its annual estimate sums required for purpose of purchase of land, buildings, or plant, or the erection of buildings for the establishment of fire stations.



2. Whether such estimate should include only sums for maintenance as distinguished from the purpose mentioned in question 1.
3. If counsel answered question 1 in the negative, could the Board be made to refund to the Councils their proportion of the sums set forth in such annual estimate as required for the purpose of purchase of land and erection of buildings and establishments of fire stations and paid to the Board ? If so, in what way could such moneys be recovered.

In advising, counsel stated that the language of the section is "towards the annual outlay as estimated by the Board in maintaining the Brigade and for other purposes authorised by this Act." The contribution contemplated is towards an *annual outlay* as estimated by the Board ; such annual outlay is for maintaining the Brigade and for other purposes authorised by the Act—but still an annual outlay. The estimate of an *annual outlay* appeared to contemplate ordinary yearly expenditure and did not contemplate a permanent investment of capital by the purchase of land or buildings. There is no provision in the Act for estimating in such *annual outlay* the amount required for the purchase of land or erection of buildings. Under such circumstances counsel asked how could it be supposed that any Court would hold that enforced contributions by the Government, by insurance companies, or by municipalities towards the annual outlay "in maintaining the Brigade" could be made to include contributions for the purchase of real property, and which property would become the property of the Board. The sentence which follows the words "in maintaining the Brigade" reads "and for other purposes authorised by this Act." But it is impossible to discover any "purpose" authorised by the Act either expressly or implied which carries with it the acquisition of real property by the Board by means of the joint contributions under the section. The fact that the Board is a body corporate and is "capable of holding property of any description," in the opinion of counsel, throws no light whatever upon the point in question. But the fact that the Act places *no limit* on the amount of the annual outlay would, in the opinion of counsel (apart from general principles applicable to "Taxing Acts" or the like), be received by any Court as cogent evidence that the Legislature never contemplated that in annual outlay sums might be included for the purchase of land and buildings. According to the Board's report for 1901 it appeared that if the Board had the power it might properly and *bona fide* determine to spend £50,000 in one year in land and buildings as for "purposes authorised by this Act." By the Consolidation Act of 1902 the view adverse to the contention of the Fire Brigades Board is strengthened, for by section 27 the contribution of the municipalities may be raised (notwithstanding any statutory limit of the rate) by increasing the City or municipal rate to any sum that is necessary to provide their contribution, and by sub-section 2 of the 27th section the increased rate is made for all purposes a City or municipal rate. Again attention was directed to the fact that it must not be forgotten in interpreting "other purposes" that besides maintaining the Brigade there are salaries and other necessary expenses which have to be provided in the annual outlay. The estimate of the Brigade should be as to the sum required in the nature of maintenance of the Brigade. In maintaining the Brigade, new accoutrements would be required so that the Brigade might be duly equipped, so new horses or fresh appliances might be necessary for proper equipment, but the purchase of lands and the erection

of buildings cannot be included for the purpose of due equipment, especially where the contribution contemplated is towards an annual outlay. The answer, then, to the main question submitted was that the Fire Brigades Board cannot legally include in its annual estimate sums required for the purchase of lands or buildings or for the erection of buildings for the establishment of fire stations.

With regard to plant, counsel advised that for such parts or kinds of plant as are mentioned in section 10 of the Act sums may be properly included in the estimate of annual outlay ; but as by section 11 a Parliamentary vote is clearly contemplated, it was suggested by counsel that the Colonial Treasurer should be moved to place the necessary sum on the Estimates.

On the important point raised as to the recovery of moneys already paid in excess of the sums legally assessable, counsel advised that as these moneys in the past were paid under a mistake of law, the facts being known to the Councils, a refund could not now be obtained from the Board.

As to the future, any claim in respect of the purchase of land or buildings, counsel considered that such a claim might be successfully resisted and a declaration, if the estimate included such purchases, obtained from the Court of Equity of its invalidity, and also an injunction to prevent its enforcement so far as it includes sums for the acquisition of real property.

A detailed statement of particulars showing how the estimate was arrived at was subsequently obtained from the Fire Brigades Board, and an analysis of the details furnished to counsel, with the request that counsel would advise as to the power of the Board to include a sum of £6,315, amount of overdraft, in the Estimates for 1903, as to the validity of the estimate in view of the inclusion of such sum, and generally on the items included therein, and on the Council's right to resist payment of its proportion of such sums or of any other sum therein, and the nature of the proceedings.

Counsel subsequently advised that as it appeared the overdraft was incurred partly by reason of some of the contributors' delay in paying their proportion and partly on account of the high price of fodder, and that an overdraft had to be incurred to effectively carry out the duties of the Board, and therefore under such circumstances no exception could be taken to the Board including the overdraft in the estimate of annual outlay. The fact that the outlay was incurred in a former year did not appear material, and the contributors, in the opinion of counsel, were not in a position to contend that the Board had exceeded its power in the estimate under review. Counsel considered that the estimate was a valid one, and that no exception could be taken to it either by reason of the inclusion of the overdraft or the item of plant as described, or any of the items in such estimate ; consequently, for the reasons stated, counsel was of opinion that the Councils could not successfully resist payment of its proportion of the estimate. Furthermore, in a proper case the method of testing the estimate would be by a suit in Equity to have the estimate declared illegal, and asking for an injunction.

Under the circumstances the Council decided to discharge the liability and pay the contributions as they became due, and nothing further has transpired.

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## FIRE INSURANCE POLICIES.

The total amount covered by insurance at the end of 1903 was £205,025, compared with £205,225 at the end of 1902, the aggregate annual premium payable being £707 9s. 11d., as against £695 11s. 5d. for 1903, an additional insurance having been effected on the Lavatory Buildings, Moore Park, and some slight adjustments having been made owing to broken periods. The conditions of the policies are of the same arbitrary and unreasonable character as those to which attention was directed last year, and it is to be greatly regretted that hitherto it has not been possible to make more satisfactory arrangements.

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## FIRE INSURANCE—SCHEDULE OF ASSETS INSURED.

The policies effected by the Council all fall due on the 1st January in each year, and are distributed over the Corporation assets as set out in the following tables :—

No.	Asset.	Amount Covered.	Premium Payable.		
			£	s.	d.
1.	Cattle Sale Yards, Homebush .. ..	1,500	1	18	10
2.	Centennial Hall Buildings .. ..	50,000	85	15	0
3.	Centennial Hall Buildings, Plate Glass ..	2,365	23	13	0
4.	Electric Power Sub-station, George Street ..	7,500	14	8	9
5.	Fish Markets, Woolloomooloo .. ..	4,000	10	7	11
6.	Garbage Destructor, Chimney Stack .. ..	500	1	2	6
7.	Hay and Parker Streets Buildings .. ..	3,500	13	16	6
8.	Kent Street Buildings .. ..	1,150	1	3	8
9.	Kent Street Buildings .. ..	500	1	11	0
10.	Kent Street Depot, Wooden Blocks .. ..	1,100	5	11	8
11.	Lavatory Buildings, Moore Park .. ..	200	0	5	0
12.	Old Belmore Markets Buildings .. ..	2,000	9	5	0
13.	Old Exhibition Buildings .. ..	2,000	6	11	0
14.	Organ, Town Hall .. ..	18,250	84	8	8
15.	Printed Music, Town Hall Organ .. ..	100	0	9	3
16.	Public Baths, Pyrmont .. ..	1,000	10	5	0
17.	Queen Victoria Markets Buildings .. ..	50,000	244	5	10
18.	Queen Victoria Markets, Plate Glass .. ..	2,500	20	0	0
19.	Queen Victoria Markets, Goods Lifts .. ..	1,000	8	2	6
20.	Queen Victoria Markets, Passenger Lifts ..	2,000	28	2	6
21.	Sussex Street Stores, Corporation Buildings and Pig Markets .. ..	6,000	27	15	0
22.	Town Hall Buildings and Offices .. ..	35,300	61	19	7
23.	Town Hall, Plate Glass .. ..	1,210	12	2	0
Total .. ..		£193,675	£673	0	2

In addition to the foregoing, the following assets are also insured in the name of the Municipal Council of Sydney, but in these cases the premiums are payable by the respective tenants in terms of their leases :—

Asset.	Amount Covered.	Premium Payable.
	£	£ s. d.
Bank, corner of Campbell and George Streets ..	2,250	6 7 3
Post Office, 732 George Street .. ..	1,250	1 5 9
Building, 734 George Street .. ..	1,250	2 19 6
Shop and Building, 736 George Street .. ..	1,250	2 19 6
Shop, 738 George Street .. ..	1,250	3 10 9
Building, 740 George Street .. ..	1,250	3 10 9
Hotel, 742 George Street .. ..	2,250	6 7 3
Total .. ..	<u>£10,750</u>	<u>£27 0 9</u>

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### FIRE INSURANCE AND ACCIDENT POLICIES— ALLOCATION OF RISKS.

The following table shows the amount and the nature of the risk allotted to each Company or Society :—

Company.	Amount Covered.	Total.	Premium Payable	Total.
	£ s. d.	£ s. d.	£ s. d.	£ s. d.
<b>ATLAS ASSURANCE COMPANY—</b>				
Queen Victoria Markets Buildings, etc. .. ..	10,000 0 0	10,000 0 0	48 17 2	48 17 2
<b>AUSTRALIAN MUTUAL FIRE INSURANCE SOCIETY—</b>				
Centennial Hall Buildings, etc. ..	10,000 0 0		17 3 0	
Fish Markets Buildings .. ..	800 0 0		2 1 7	
Kent Street Buildings .. ..	400 0 0		1 3 8	
Old Belmore Markets Buildings ..	400 0 0		1 17 0	
Old Exhibition Buildings .. ..	2,000 0 0		6 11 0	
Sussex Street Stores and Pig Markets .. ..	6,000 0 0		27 15 0	
Town Hall Buildings, Offices, etc.	7,060 0 0		12 7 11	
Bank and Dwelling, George Street	2,250 0 0		6 7 3	
Building and Post Office, 732 George Street .. ..	1,250 0 0		1 5 9	
Building, Shop and Dwelling, 734 George Street .. ..	1,250 0 0		2 19 6	
Building, Shop and Dwelling, 736 George Street .. ..	1,250 0 0		2 19 6	
Building, part of Palace Hotel, 740 George Street .. ..	1,250 0 0		3 10 9	
Building, Palace Hotel, 742 George Street .. ..	2,250 0 0		6 7 3	
		37,410 0 0		95 19 11
<b>COLONIAL MUTUAL FIRE INSURANCE COMPANY, LIMITED—</b>				
Queen Victoria Markets Buildings, etc. .. ..	10,000 0 0		48 17 2	
Queen Victoria Markets, Glass ..	2,500 0 0		20 0 0	
Queen Victoria Markets, Passenger Lifts, Public Risk ..	2,000 0 0		28 2 6	
Queen Victoria Markets, Goods Lifts, Public Risk .. ..	1,000 0 0		8 2 6	
Centennial Hall Buildings, Glass ..	2,360 0 0		23 13 0	
Town Hall Buildings, Glass .. ..	1,210 0 0		12 2 0	
		19,075 0 0		140 17 2



Company.	Amount Covered.			Total.			Premium Payable.			Total.		
	£	s.	d.	£	s.	d.	£	s.	d.	£	s.	d.
<b>COMMERCIAL UNION FIRE ASSURANCE COMPANY, LIMITED—</b>												
Town Hall Organ, etc. .. ..	4,562	10	0				21	2	2			
Printed Music .. ..	100	0	0				0	9	3			
Queen Victoria Markets Buildings	10,000	0	0				48	17	2			
				14,662	10	0				70	8	7
<b>LIVERPOOL AND LONDON AND GLOBE INSURANCE COMPANY, LIMITED—</b>												
Cattle Sale Yards Buildings ..	1,500	0	0				1	18	10			
Hay and Parker Street Buildings	3,500	0	0				13	16	6			
Kent Street Depot Buildings ..	500	0	0				1	11	0			
Kent Street Depot, wooden blocks	1,100	0	0				5	11	8			
				6,600	0	0				22	18	0
<b>LONDON AND LANCASHIRE FIRE INSURANCE COMPANY, LIMITED—</b>												
Centennial Hall Buildings ..	10,000	0	0				17	3	0			
				10,000	0	0				17	3	0
<b>MERCANTILE MUTUAL INSURANCE COMPANY, LIMITED—</b>												
Centennial Hall Buildings, etc. ..	10,000	0	0				17	3	0			
Electric Light Power House Buildings, etc. .. ..	7,500	0	0				14	8	9			
Fish Markets Buildings .. ..	800	0	0				2	1	7			
Old Belmore Markets Buildings..	400	0	0				1	17	0			
Town Hall Buildings, etc. ..	7,060	0	0				12	7	11			
Garbage Destructor, Chinney Stack .. ..	500	0	0				1	2	6			
Lavatory Buildings, Moore Park	200	0	0				0	5	0			
				26,460	0	0				49	5	9
<b>NEW ZEALAND FIRE &amp; MARINE INSURANCE COMPANY—</b>												
Centennial Hall Buildings, etc. ..	10,000	0	0				17	3	0			
				10,000	0	0				17	3	0
<b>NORTH QUEENSLAND INSURANCE COMPANY, LIMITED—</b>												
Fish Markets Buildings .. ..	800	0	0				2	1	7			
Old Belmore Markets Buildings	400	0	0				1	17	0			
Town Hall Buildings, etc. ..	7,060	0	0				12	7	11			
				8,260	0	0				16	6	6
<b>NORWICH UNION FIRE INSURANCE SOCIETY—</b>												
Fish Markets Buildings .. ..	800	0	0				2	1	7			
Old Belmore Markets Buildings..	400	0	0				1	17	0			
Town Hall Organ .. ..	4,562	10	0				21	2	2			
Town Hall Buildings .. ..	7,060	0	0				12	7	11			
				12,822	10	0				37	8	8
<b>ROYAL INSURANCE COMPANY—</b>												
Centennial Hall Buildings, etc. ..	10,000	0	0				17	3	0			
Town Hall Organ .. ..	4,562	10	0				21	2	2			
				14,562	10	0				38	5	2
<b>SCOTTISH UNION AND NATIONAL INSURANCE COMPANY—</b>												
Queen Victoria Markets Buildings	10,000	0	0				48	17	2			
				10,000	0	0				48	17	2
<b>SOUTH BRITISH FIRE AND MARINE INSURANCE COMPANY—</b>												
Fish Markets Buildings .. ..	800	0	0				2	1	7			
Old Belmore Markets Buildings..	400	0	0				1	17	0			
Town Hall Buildings, etc. ..	7,060	0	0				12	7	11			
				8,260	0	0				16	6	6
<b>UNITED INSURANCE COMPANY—</b>												
Town Hall Organ .. ..	4,562	10	0				21	2	2			
Queen Victoria Markets Buildings	10,000	0	0				48	17	2			
Public Baths, Pyrmont .. ..	1,000	0	0				10	5	0			
				15,562	10	0				80	4	4

## GUARANTEED OFFICERS.

The following statement shows the names of all guaranteed officers, the nature of the office, the salary paid to the officer, the amount guaranteed, and the amount of premium payable per annum in respect of such guarantee for the year 1903 :—

Officer.	Office.	Salary.	Amount Guaranteed.	Annual Premium Payable.
		£	£	£ s. d.
Thomas H. Nesbitt ..	Town Clerk .. ..	1000	1000	3 15 0
William G. Layton ..	Chief Clerk .. ..	400	250	0 18 9
Percy S. Dawson ..	City Solicitor .. ..	750	1000	3 15 0
S. H. Solomon ..	City Treasurer .. ..	600	1000	3 15 0
E. Johnson ..	Paymaster and Timekeeper ..	250	500	1 17 6
R. C. Robertson ..	Cashier .. ..	225	1000	3 15 0
W. R. Croker ..	Chief Rate Notice Server ..	175	200	0 15 0
J. W. Milne ..	Rate Notice Server .. ..	156	100	0 7 6
S. Bray ..	Rate Notice Server .. ..	156	100	0 7 6
E. Jones ..	Rate Notice Server .. ..	156	100	0 7 6
M. Bowden ..	Assistant Rate Notice Server ..	130	100	0 7 6
J. Geoghegan ..	Assistant Rate Notice Server ..	130	100	0 7 6
F. Baird ..	Assistant Rate Notice Server ..	130	250	0 18 9
H. L. Primrose ..	Clerk .. ..	104	250	0 18 9
J. Stewart ..	Collector .. ..	130	150	0 11 3
J. Neale Breden ..	Superintendent of Assets ..	450	250	0 18 9
T. Lutton ..	Clerk, Belmore Markets ..	225	200	0 15 0
J. R. Barry ..	Inspector, Fish Markets ..	225	153	0 11 3
Hugh Gordon ..	Inspector, Homebush Sale Yards ..	340	200	0 15 0
G. Weldon ..	Inspector, Small Stock Yards ..	175	150	0 11 3
W. J. Plunkett ..	Clerk, Queen Victoria Markets ..	175	450	1 13 9
J. O'Brien ..	Inspector of Hawkers .. ..	156	50	0 3 9
H. Geary ..	Inspector of Hawkers and Porters ..	156	50	0 3 9
H. Hellings ..	Superintendent of Baths ..	156	100	0 7 6
J. Barry ..	Warrant Officer .. ..	225	50	0 3 9

The total amount guaranteed is £7,750, at an annual cost in premiums of £29 1s. 3d., the rate being 7s. 6d. per cent. Owing to certain minor changes it may be necessary during the current year to suggest a slight re-arrangement, without, however, increasing the total. The same policy as was in effect in 1902 is still in active operation, the conditions of guarantee being exactly similar to those detailed at length in my report for 1902.

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## AUDIT OF ACCOUNTS—INTERNAL.

In my previous report I took the opportunity of referring at length to the excellent system of internal audit which I found in operation on taking up the duties of my office as Town Clerk. The experience of another year has served to confirm the opinion previously expressed.

In the City Treasurer's Department, administered by Mr. Solomon, everything is always up to date, and in that department an instruction is promptly complied with, and there is never any necessity to ask a second time for a report or for any statistical information.

In the General Auditor's Department it is customary, as a matter of procedure and routine, to visit all the departments and dependencies of the Council, and these visitations have been carried out not only at stated regular periods, but at irregular intervals during the year, and a searching investigation, check, and test has been applied and maintained over the revenue from all sources. The General Auditor has certified from time to time that the account books in all departments of the

Corporation service have been accurately and faithfully kept, and I have been personally assured by the Government Auditors that this has been the case. All moneys collected at the Belmore Markets, the Fish Markets, and the Small Stock Yards, and by the several collectors in the City Treasurer's Department, were duly paid into the Treasury Offices within a reasonable period, and the payments to the credit of the respective banking accounts of the Council have been regularly and methodically made by the City Treasurer. According to regulation, once in each week the City Treasurer's cash book balances have been compared with the bank certificates forwarded direct from the Bank to the Lord Mayor, and after the requisite reconciliation they have been duly certified to. All accounts, interest vouchers, salary and pay sheets were, after attestation by the responsible officers, examined, certified to, and submitted to the respective Committees, and, after approval by the Finance Committee and the Council, passed into the abstract of accounts and warrant for payment, and forwarded to the City Treasurer for payment in due course.

In view of the increased work which will devolve upon the General Auditor, consequent upon the establishment and development of the Electricity Supply Undertaking, it will no doubt be necessary during the current year to obtain another junior clerk to be attached to the General Auditor's Department.

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#### AUDIT OF ACCOUNTS—GOVERNMENT AUDIT.

Under the provisions of section 192, sub-section 1, of the Sydney Corporation Act, it is enacted that all the accounts of the Corporation, with all vouchers and papers relating thereto, shall be submitted to such two or more Treasury Inspectors as may from time to time be appointed by the Colonial Secretary for the purpose, and shall be by them examined and audited for the whole of the previous half-year, and if found to be correct the said Inspectors are required to certify and sign the accounts. This procedure has been regularly followed since 1900.

In February, 1903, I received a copy of a report on the accounts of the Sydney Municipal Council for the half-year ended 31st December, 1902, as furnished to the Premier and Chief Secretary by the Inspectors of Public Accounts. A number of the matters referred to had been anticipated and were referred to in my Annual Report for 1902.

In that report reference was made to a matter to which the Auditors had, so it was stated, directed attention in a previous report, but a copy of the earlier report, for some reason hitherto unexplained, had not been furnished to the Council, whereas in the latter report fault was apparently found because a previous recommendation, trivial in itself, had not been carried out.

As far back as August, 1902, I made application to the State Treasurer asking to be furnished with copies of the two reports by Treasury Inspectors on their audits of the Council's accounts prior to the report for the half-year ended 31st December, 1901, and I received a reply, bearing the signature of the Under Secretary for Finance and Trade, stating that such request could not be complied with.

In explanation of this refusal it was stated that no suggestions were contained in such reports, and the Inspectors had complied with the provisions of the section of the Act by certifying to the correctness

of and signing the Council's accounts. It was further stated that in the event of any suggestions or special comments being made by the Inspectors affecting the Council's accounts, they will be submitted for the information of the Mayor.

A subsequent application was made at my suggestion in February, 1903, by the Lord Mayor for copies of the Inspector's reports on the accounts of the City Council, in reply to which the Under Secretary for Finance and Trade wrote stating that the reports in question were not in the Treasury, having been removed on the occasion of the transfer of the Inspectors from the Treasury to the Audit Department, and that as the Audit Department is under the Ministerial control of the Honourable the Premier and Colonial Secretary, application for the desired copies should be made to the Principal Under Secretary. The suggestion was immediately acted upon, and a reply received from the late Principal Under Secretary stating that in view of a report that had been furnished by the Auditor-General on the subject, the Premier and Chief Secretary could not see his way to accede to my application. It was at the same time explained, however, that these reports were furnished purely for departmental purposes, and that whenever any suggestion is made the Council is duly informed.

The position apparently assumed by the Auditor-General is one which, I respectfully submit, cannot be maintained by anyone professing an elementary acquaintance with the first principles of any audit of the accounts of a corporate body like the City Council, and it cannot be too strongly condemned for its manifest unfairness. It is true that there is no imputation made upon any officer in the service of the City Council, and as far as can be ascertained there is no reflection as to the manner in which the duties of the officers are discharged. It is equally true that the Treasury Inspectors comply with the provisions of the Act when they give a certificate and sign the accounts as correct. But it is also true that there is no provision in the Act which provides that the Treasury Inspectors are to furnish reports on the accounts of the City Council purely for departmental purposes, and in doing so they exceed their duty as prescribed by the provisions of the Act. Publicity in relation to an audit of public accounts and any report arising out of or in connection with those accounts is the very essence of an effective audit, and indeed is the only method of manifesting the effectiveness of that audit, and to retain an official report in any Government Department "purely for departmental purposes" and not to make the Council acquainted with its contents is unjust in the extreme. Even though no suggestions may be contained in the reports referred to, the members of the City Council, as the persons primarily interested, being the elected representatives of the citizens, whose funds they are elected to administer, have a right to be advised of every matter connected with those accounts. It has been stated that these reports contained no suggestions, but how is this to be ascertained? Such a statement is a mere assertion of an opinion, and on this point I unhesitatingly maintain the position which I have taken up from the beginning, that every report in relation to the accounts of the City Council arising out of any audit prescribed by Act of Parliament, no matter what its contents may be, ought to be furnished to the City Council, not as an act of courtesy, not as an act of grace, but as a matter of right and of principle, otherwise the effectiveness or presumed effectiveness of the Government audit will speedily degenerate into a farce.



## SERVICE AND LABOUR BOARD.

Having regard to subsequent events which had an important bearing on the subject, it is interesting to place on record the fact that at a meeting of the Council held in April last, the following motion was submitted by Alderman West :—"That the resolution of Council passed on the 17th April, 1901, constituting and establishing the Labour Advisory Committee, and subsequent resolutions determining the title and scope of the duties entrusted to such Committee, be, and the same are hereby rescinded." On a division being taken the motion was rejected by 19 votes to 2. At the same meeting Alderman West submitted the following resolution :—"That inasmuch as the heads of departments of the Corporation service are responsible for the control, economical and efficient management and administration of such services, a Service and Labour Board, consisting of the Town Clerk as President thereof, with the City Treasurer, City Surveyor, City Building Surveyor, and Superintendent of Corporation Assets, be constituted and appointed to deal with all questions relating to the selection, appointment and dismissal of all workmen in connection with the Corporation service, and all employees now or hereafter forming part of the Corporation staff and who may be in receipt of a salary or wage not exceeding three pounds per week, such Board to have full power and authority in its collective capacity to act as and for the Council in the investigation and determination of all applications for employment, all suspensions for neglect or breach of duty, and all dismissals from the service for reasons satisfactory to such Board, and also to hear and determine all appeals against proposals submitted by individual heads of departments for suspension or dismissal from the service, and that the Town Clerk do submit a report to Council from time to time giving such particulars as to the proceedings of the Board as may be deemed necessary or desirable in the public interest. Provided always that nothing in this appointment and reference contained shall be in contravention of any statutory provision, and that all matters relating to the standard rate of wages or other salary, wages or emolument to be paid to any officer or employee shall be regulated and determined by the Council on the recommendation of the Finance Committee."

To this motion an amendment was moved by Alderman Ralston to the effect that the scope of the duties of the Staff and Labour Committee should be referred to the General Purposes Committee for revision and reconsideration, but this amendment was negatived on division by 16 votes to 5, and on the original motion being put it was negatived on division by 19 votes to 2.

As recorded elsewhere, the Staff and Labour Committee was abolished in October last, and the duties appertaining to the appointment of all day labour were vested in the head of the department requiring the labour, subject to the approval of the Town Clerk as the final authority.

\* \* \*

## CORPORATION CARTS.

The Council in September, 1901, adopted a resolution affirming the desirability of all carts in its service owned by men being driven in all cases by the owners thereof, and a reference to the General Purposes

Committee authorised arrangements being made for an immediate inspection of all carts in the service of the Council, with a view to the condemnation of all unfit vehicles, horses and harness, accompanied by a further instruction that periodical inspections should also be provided for.

An inspection was accordingly made, and the General Purposes Committee subsequently reported on the reference with a direct recommendation that all carts in the Council's service should be driven by the owners thereof, and that one month's notice be given of the Council's intention to enforce the regulation.

During the course of last year my attention was directed to the foregoing resolution owing to certain circumstances which came under my personal observation in relation to owners other than widows not driving their own carts. As the result of investigation and an enquiry in which I interviewed every owner and carter in the service, I ascertained beyond any doubt that the terms of the resolution were not being generally adhered to, but were in some cases being deliberately and intentionally evaded. Immediate steps were, of course, taken to enforce the Council's regulation, and where owners declined to comply with the requirements their services were at once dispensed with. A variety of reasons were assigned for the departure from the express instructions of the Council, but at the conclusion of the enquiry I was obliged to come to the conclusion that no satisfactory explanation had been furnished in justification.

With the object of remedying the then condition of things I decided that in each case the driver of a horse and cart should be called upon to make a statutory declaration to the effect that the horse, cart and harness were his own property absolutely ; that he was not only the sole and separate owner thereof, but that no other person or persons had any right, title or interest in the horse, cart or harness, or any part thereof ; and that no other person other than the person making the declaration was entitled directly or indirectly to receive any part of the wages paid by the Council for the use of the horse, cart and harness. Furthermore, each person owning or driving a horse and cart was required to declare that he had no other horse, cart or harness engaged in the service of the Council, either working under the name of the person making the declaration or that of a driver or any other person employed by him, and that the person making the declaration had no interest direct or indirect in any other horse, cart or harness engaged in the service of the Council or in any part thereof, and that the person making the declaration had only one horse, cart and harness engaged in the service.

Generally speaking, this statutory declaration was made without demur, but in two or three instances some objection was made, one owner going so far as to state that it would not pay him to drive himself.

In a few cases where there was a distinct record of good service for any lengthened period, and the owner had become physically incapacitated from driving, a statutory declaration to that effect was obtained in addition to the ordinary form of declaration, and where any doubt existed the persons were required to obtain and furnish a medical certificate, which was subsequently verified by the City Health Officer.

On the expiration of twelve months from the date of the enquiry made last year, a further investigation will be made, and if deemed

necessary, further statutory declarations obtained, as it is only by regular systematic enquiry that abuses of the character previously mentioned can be detected.

Instructions have also been issued by the City Surveyor to arrange for a periodical inspection, every three months, of all horses, harness and carts engaged in the service.

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### WIDOWS' CARTS.

In August last year I instituted an enquiry and made a thorough investigation into all cases where widows or reputed widows had carts engaged in the service of the Council, and as to the circumstances under which appointments had been made in the first instance. In some cases I found that widows had remarried, and in others no satisfactory explanation was forthcoming. The customary statutory declaration as to ownership was made in all cases, and as the result of the enquiry it was found at the end of the year that the number of widows' carts had been reduced from forty-five to twenty-one.

It is intended to regularly follow the same procedure in relation to widows' carts as is applicable to other carts in the service, except that competent drivers must be employed to the satisfaction of the City Surveyor, and the owners have been given clearly to understand that as they hold these carts as an act of grace, and are permitted for the time being to remain in the service, each owner will be held responsible for the acts and default of the driver, and punished accordingly, seeing that the Council does not recognise and has no control over the driver.

Wherever possible every encouragement is given to widows, being owners of carts, to transfer their carts to approved men, the owners driving themselves, and a large number of them have willingly embraced this method of disposing of the carts. In time the number will be wiped out altogether, and what cannot but be regarded as a most pernicious system will disappear from the Council's service, it is hoped, never to be revived again.

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### RE-GRADING OF EMPLOYEES.

Reference was made in my last report to the fact that, acting on the recommendation of the City Surveyor, it was decided to grade the employees in the Maintenance and Cleansing Divisions of the service, the carters being placed in three grades, viz. :—

First Grade, 11s. per diem ; providing own cart.

Second Grade, 10s. 9d. per diem ; cart provided by Council.

Third Grade, 10s. 6d. per diem ; providing own cart.

The Labouring Staff were graded as follows :—Labourers, First Grade, 8s. ; Second Grade, 7s. 6d. ; Third Grade, 7s. ; Fourth Grade, 6s. Tarpavers : First Grade, 9s. ; Second Grade, 8s. Paviers, Wallers, Gully Builders : First Grade, 10s. ; Second Grade, 9s. Drivers of Steam Road Rollers : First Grade, 10s. (holding Engineer's Certificate) ; Second Grade, 9s. (Drivers only). Plumbers : First Grade, 11s. ;

Second Grade, 10s. Carpenters and Skilled Tradesmen : First Grade, 10s. ; Second Grade, 9s. Inspectors : First Grade, 12s. ; Second Grade, 11s. ; Third Grade, 10s. Gangers, 9s.

During the course of last year I was called on to submit a special detailed report on the re-grading scheme, and in respect to each unit specially omitted from the service under such scheme, and showing what had been the effect of the Council's action.

This report was prepared accordingly, and detailed particulars were furnished with regard to the carters and labourers dispensed with under such scheme, and subsequently re-employed or reinstated by the Council on the recommendation of the Staff and Labour Committee.

Under the provisions of the re-grading scheme adopted by the Council on the twenty-fourth day of February, 1903, the following were dismissed from the service of the Council for the reasons stated :—In the Streets Maintenance Division, four carters and eleven labourers, and in the Cleansing Division, two carters and eight labourers—a total of twenty-five all told.

Of the four carters in the Maintenance Division, only one was dismissed the service. Subsequently, however, the City Surveyor gave him employment at the destructor at Moore Park. In the other three cases approved transfers were made.

Of the two carters' cases in the Cleansing Division, the Council purchased one cart from the owner, and the turnout belonging to the other was transferred in due form to an approved purchaser.

Of the nineteen labourers dismissed under the re-grading scheme as being unsuitable for the service, for the reasons stated in the report of the City Surveyor, eleven were placed on the work connected with the Dowling Street extension, and five others were reinstated in the service of the Council, leaving three entirely dispensed with as a result of the re-grading scheme.

Having regard to the report of the Special Enquiry Committee and the action taken thereon by the Council, I have not deemed it necessary to make any comment, but submit the figures merely as a matter of record of what has taken place in relation to the re-grading scheme and the re-employment and reinstatement of employees.

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## LABOUR APPOINTMENTS.

In connection with the new system of selecting and making appointments of labourers and other workmen required in the Corporation service, the length of time during which the system has been in operation and the requirements of the Council having been so slight during that time as to preclude any useful report being furnished with regard to the advantages or disadvantages of the system, I do not propose upon the present occasion to enlarge thereon, preferring to have a more extended trial, and reporting fully at a future date after the necessary experience has been obtained.

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## CREDENTIALS ON LABOUR APPOINTMENTS.

At a meeting of the Staff and Labour Committee, held on 22nd June, 1903, the City Surveyor, by report dated 16th June, suggested that application forms for employment should be amended by inserting the following words:—

“ Applicants must present themselves at the City Surveyor's office on either Monday or Friday at 10 a.m., and produce recommendations from previous employers.”

The suggestion was fully considered by the Committee, and amended by eliminating the words “ City Surveyor ” and inserting after the word office the words “ of the head of the department in which they desire to be employed,” and finally adopted as amended and recommended to Council and confirmed accordingly.

At a subsequent meeting of the Council the question was again raised, and a promise made by the Vice-Chairman of the Staff and Labour Committee that the matter would be reconsidered by the Committee, and with the object of affording the Committee the fullest information on the matter, I placed myself in communication with the City Surveyor, and was not surprised to find that he adhered to his previous recommendation that credentials of some kind are absolutely necessary, as without such credentials he cannot be expected to approve of men about whose fitness and qualifications he personally knew absolutely nothing. He very properly pointed out that a good applicant had nothing to fear from the operation of the regulation, as if his work had been satisfactory he could easily obtain a note from a previous employer; and no difficulty so far has been experienced in this matter. If an applicant had not given satisfaction to a previous employer, then his services are not likely to be such as would commend him for employment by the City Council. But, as the City Surveyor pointed out, according to his experience it is the incapable and incompetent men who raise the strongest objection to obtain credentials, and the adoption of the old system of appointing men without approval or credentials, or with approval on the applicant's own statement, without corroboration from any previous employer (and this without possessing the slightest knowledge as to his fitness or capabilities), would simply mean the appointment of all classes of men, and consequent trouble and delay in getting rid of “ wasters ” and “ incapables ” and filling their places, and necessarily incurring an increased cost of work by reason of such labour.

It has on more than one occasion been urged that tailors and others of that type have been put on to labouring work without any experience in handling a pick and shovel, thus increasing the cost of work by putting on incompetent men. These men were nominated as labourers, but there was nothing to show as to their being qualified, or as to any previous experience in pick and shovel or excavation work, or otherwise. Under the old system, the City Surveyor had no alternative but to approve applicants of this character and send them on to the ballot, if otherwise properly nominated. This system meant that the only indication for approval was by judging from the personal physical appearance of an applicant and his own uncorroborated statement as to fitness. After a man of this character had been found by actual experience to be incompetent and unfit to perform the work entrusted to him, it has been stated that “ the City Surveyor had approved the man, and to pay him off after being so approved would be to do the workman an injustice.”

Apart from these considerations, when workmen are dismissed for incompetence, the City Surveyor was liable, under the old system of nomination and ballot, to be charged, directly or indirectly, with an ulterior motive with regard to the Aldermen who may have nominated such men. Under all the circumstances, therefore, and in the interests of all the parties concerned, the heads of departments, the applicants themselves, and the Aldermen who made the nominations, I reported to the Committee that I concurred in the views expressed by the City Surveyor, and recommended that the regulation already adopted by the Committee, and subsequently approved and confirmed by Council, be adhered to.

The report was received and reported to Council in due course, and the system of requiring applicants for labour to furnish two recommendations as to character, and two as to qualifications, preferably from previous employers, has been rigidly adhered to. Recent experience has fully justified the propriety of insisting on compliance with the requirements, seeing that the applications for employment on excavation works have included applications from men who, on being questioned, frankly acknowledged they had never been accustomed to pick and shovel work. These applications, it may be mentioned, comprised boots, bakers, clerks, cooks, carpenters, farm hands, fitters, stokers, shearers, tinsmiths, tailors, etc.

On the whole, I am satisfied that whilst recommendations have to be carefully analysed, no hardship is entailed upon suitable applicants seriously desiring to obtain work for which they are competent, and I see no reason to suggest any departure from the system now in operation, and which generally has proved most satisfactory not only in obtaining labourers accustomed to pick and shovel work, and work of a similar character, but in keeping out inexperienced and undesirable applicants.

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### EMPLOYEES—RESIDENTIAL QUALIFICATIONS.

In June last year the Council decided on the recommendation of the Staff and Labour Committee that in future none but residents of the City should be included in the ballot for labour except they had been in the employ of the Council previously, and the whole of the names of those unsuccessful placed on the list for the next ballot when required.

Some three months afterwards an effort was made to alter this resolution by a motion to rescind. It was urged in support of the motion to rescind that the Council should have the widest possible field in the selection of employees, the sole duty of the Council being to see that the best possible labour was employed, and that could not be done if the employment of labour was confined to persons resident within the City. The Council as an institution had a right to be carried on on business lines in the interests of the ratepayers as a whole, and not endeavour by a policy of restriction to benefit the few at the expense of many. As business men it would be a *reductio ad absurdum* to say that members of the Council when they wanted a thoroughly capable man to do any portion of their private work would ostracise or exclude any man because he lived outside the City. The specious argument might be put forward in favour of the retention of the resolution that those who resided in the City were ratepayers and should have first consideration when it was

proposed to employ labour, but those in favour of the abolition of the restriction contended that this was an absolutely fallacious argument, because the men who resided in the City were not the men who paid the bulk of the rates of the City. To my mind, however, the strongest argument adduced for the abolition of the restrictive resolution was that it was unfair to Aldermen themselves to place them in the undignified position of having to yield to pressure by their constituents to find them employment. Under the old order of things which prevailed before the abolition of the Staff and Labour Committee, if the Aldermen did not endeavour to find employment for their constituents they might, and in some instances did, incur the criticism that they had been unfair to their constituents.

It was contended, on the other hand, that every avenue should be exhausted before the Council extended charity or chances of employment to those outside the City, that charity should begin at home, and that residents of the City—indirectly ratepayers of the City—possessed a right to the first chances of employment available.

On a division the resolution to rescind was negatived by twelve votes to seven, and the resolution restricting appointments for labour by ballot to those resident in the City remained in full operation until the dissolution of the Staff and Labour Committee shortly afterwards.

With regard to this matter, which cannot be regarded as an unimportant one, my own opinion is, I believe, pretty generally known, and whilst as Town Clerk I have never hesitated to loyally carry out the instructions of the Council, I have at the same time not only felt free, but deemed it my duty as a public officer to give expression in the proper place and at the proper time to an opinion which I conscientiously believe to be right, and at the risk of being at variance with my own Council, and at the risk of being charged, as I have been, of "lecturing" the Council. Whilst such a thing as reflecting on the action of the Council or of lecturing the Council has never been my motive or my intention, I am aware that it is liable to such construction, but if I failed to direct attention to a matter which I believed to be inimical to the best interests of the service, I should be guilty of a dereliction of duty. In this connection I submit that whilst it is the duty of a public officer to faithfully and impartially administer, it is equally the duty of certain public officers occupying confidential responsible positions to advise and initiate and not remain in the position of a mere automaton. In this particular instance I have no hesitation in placing on record my own view, formed after many years' experience, that a City Council is not and was never intended to be an eleemosynary institution or anything approaching it without possessing special Parliamentary or other cognate powers for that purpose. Indeed it is an elementary proposition which must on consideration be apparent to any one taking the slightest interest in municipal matters, in all municipal institutions where the business principles of the body corporate are concerned or affected—it is the primary duty of the City Council to get the best value for their money in matters pertaining to the appointment of labour, as in other things. Charity, as I had occasion to remark on a previous occasion in relation to the labour problem, is no part of the Council's business, and when the Council undertakes the distribution of charity, even in a perfunctory manner, in reference to the appointment of labour, the Council, though actuated by a good motive apparently, is nevertheless exceeding its legitimate functions as conferred upon it by Act of Parliament. The business of a corporate body like the City Council, in a



sentence, according to my municipal lights and observation, is to manage the municipal affairs of the City in its collective corporate capacity, the greatest good for the greatest number, as distinguished from a mere ward or parochial platform, intelligently and efficiently, to the best of its ability, but be it remembered solely in its legal capacity as Trustee for the public ; and as Trustee for the public a custodian on whom the administration, nay, the conservation of the public funds, devolves, I submit it is no part of the Council's business to exceed or depart from its legitimate functions. Experience has clearly demonstrated during the past few months that if residents of the City are to be the only persons eligible for employment in the Corporation service, such a rule would be highly detrimental to civic interest. It is parochial protection in its worst form. By its operation the labouring classes are practically debarred from residing in the healthy suburbs, and they are consequently confined to the already overcrowded City.

Since the appointments in respect of labour have been entrusted by the Council to the departmental heads and myself, the policy which has governed the selection has invariably been to select the best men on their merits and qualifications for the particular work required, irrespective of any residential qualifications, giving preference to residents within the City when all other things are equal, but only when all other things are equal. In many instances, particularly with reference to skilled labour, it has been absolutely necessary to go outside the City to obtain thoroughly competent men, and we have not hesitated to do so. So long, therefore, as labour appointments are under my control or direction, or until the Council by definite resolution indicates otherwise, so long will the policy indicated be carried out. Should the Council in its wisdom decide to restrict the choice of labour to residents within the City, then the responsibility must devolve upon the Council and not upon the officers entrusted with the selection.

\* \* \*

### THE MINIMUM WAGE.

On several occasions during the past year complaints, official and unofficial, have been made with regard to alleged failure on the part of certain contractors to pay the recognised minimum wage or standard rate of wages. When investigation has been made it has been found as a general rule that the complaints existed principally in the imagination of the complainants, and where societies had been induced to move in the matter they had done so on statements which would scarcely bear examination, and which on enquiry being made were found to be grossly inaccurate.

In one particular instance the United Labourers' Protective Society, through their secretary, made a complaint to an individual member of the Council to the effect that information had reached the Union that the contractor under the Council engaged in woodblocking William Street had offered a member of the Society £1 per week for night work and 2s. 6d. for Sunday. The Union alleged that this rate was a violation of the customary rate paid for this particular class of work, and it was further alleged that the Public Works Department paid £2 2s. per week for seven nights.

Although I submit that it is no part of the duty of the Council or its officers to enquire into complaints of this character unless definite



information is furnished, not necessarily for publication, but as a guarantee of good faith, I in this instance determined to treat the matter as an official complaint. I therefore made personal enquiry into the matter and had several interviews with the contractor, and subsequently reported to the Finance Committee thereon.

In the first place, I pointed out that in the letter received from the Union the name of the informant was not given.

According to the general conditions of the contract entered into with the contractor for carrying out the work in William Street, it was provided that labourers, carters, tradesmen, etc., were to be paid the standard rate of wages. On referring to the conditions of employment under which men were engaged by the contractor, and which conditions I found prominently affixed on his office adjoining the works, labourers were paid at the rate of 10½d. per hour, that is at the rate of 7s. per working day of eight hours, and blocklayers at the rate of 1s. per hour, being at the rate of 8s. per working day of eight hours. The contractor, in reply to my direct enquiry, stated that these rates of wages had not been departed from and that there had not been any complaint to him. The contractor had a regulation in force to which, as far as he was aware or could ascertain, no objection had been made, to the effect that a sum of threepence in the pound on the amount of wages payable was deducted from the labourers and blocklayers on account of insurance, such insurance being operative during transit to and from work.

Block-carriers and feeders were employed at the rate of 24s. and 30s. per week respectively, and the contractor stated that boys were engaged as carriers and feeders in accordance with the rates just quoted.

With regard to the wages paid to the two watchmen employed by the contractor, and which really forms the gravamen of the charge against him, he stated that each received 30s. per week. One of these watchmen, I ascertained, was a retired soldier, who had been thankful to accept the work in lieu of getting nothing better to do, and the other was a young man of twenty-one years of age. The contractor was not aware that there were any regulations in operation applying to watchmen, neither was he aware that any standard rate of wages for watchmen had been fixed by any Union or by the Arbitration Court. But if such had been properly and loyally determined he expressed himself as quite prepared to carry them out in their entirety. Again, the mere allegation, uncorroborated by proof, that the Public Works Department paid watchmen £2 2s. per week for seven nights could not be accepted either as conclusive or as a criterion for payment by the City Council, as at that time it was within my knowledge that in one instance at least a watchman in the service of that great spending Department of the State was receiving 30s. per week only. This, however, as already stated, afforded no criterion, and until the wages of watchmen have been properly and legally determined by an award of the Arbitration Court, farcical though such award may appear to many from a business standpoint, I unhesitatingly came to the conclusion that in my judgment there did not appear to be any legitimate ground of complaint against the contractor, and I reported accordingly, and my report was approved and adopted.

At the same time I felt called upon to lay stress upon the fact that no official complaint had been made, and that unless the name of the complainant was given it was quite possible for the contractor to make a specific reply. The contractor, I may add, further stated that in the

event of there being any grievance the United Labourers' Protective Society knew the proper steps to take to secure a remedy, and in this I heartily agree.

Whilst I am at all times anxious that all labourers directly employed by the Council or indirectly employed through a contractor receive just treatment at the hands of the Council, and that in the cases of contracts entered into with the Council the conditions referring to payment of the standard rate of wages should be rigidly adhered to and penalties enforced for a breach of such conditions, I cannot admit that it is any part of the Council's duty or the duty of its responsible officers to undertake or authorise any "fishing" investigation on random and frequently on reckless irresponsible statements. If such a course is pursued the Council in effect assumes the rôle of prosecuting advocates for the complainants to the consequent detriment of those against whom the charge may be made. Where it may be necessary to prefer a charge on the part of any person or Union presumably aggrieved, the name of the person laying such charge and claiming to be aggrieved, with the names of witnesses and a statement of the evidence to be produced, should be furnished to the Council as the basis of all investigations, otherwise an investigation should be peremptorily refused. This is the only reasonable, the only equitable, and the only just method if the Council is desirous of holding the scales of justice with equal poise. For the Council to undertake detective work in ferreting out evidence to support a nebulous charge preferred by irresponsible individuals or to prove a negative, as, I am sorry to say, has frequently to be done by the officers of the Council, is derogatory to the dignity of the Council, and a positive injustice to those who are charged and whose reputations as business men may be at stake.

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### TIP CARTERS' UNION.

In June last year the Secretary of the Tip Carters' Union of New South Wales Industrial Union of Employees wrote to the City Surveyor drawing attention to an award of the Arbitration Court. It appears that on the 4th March, 1903, the Court made an award in the matter of the Tip Carters' Union and Finlay E. Munro, and therein directed that Tip Carters should receive eleven shillings a day. This award was on the same day made a Common Rule in the County of Cumberland.

The City Council at that time paid its Tip Carters, both permanent and temporary, ten shillings and sixpence a day. The City Council did not know of this award for some months afterwards, the first intimation being the letter referred to received by the City Surveyor from the Secretary of the Union. On the matter being communicated to me by the City Surveyor I consulted the City Solicitor, who reported confirming the statement notice of the award of the Arbitration Court appearing in the *Government Gazette* under date 3rd April, 1903. The City Solicitor advised that while the award stands therefore any person employing Tip Carters in the County of Cumberland must pay them eleven shillings per day under a penalty not exceeding £100. The award came into operation on the 18th March last. It appears that the respondent, Finlay E. Munro, did not appear, and the award was made on the evidence produced by the Tip Carters' Union.

I subsequently reported the facts to the Finance Committee, and acting under instructions I had an interview with the Secretary of the Tip Carters' Union, in which I directed attention to the favourable conditions under which Tip Carters were employed by the Council, and which conditions did not prevail in private employment. The question again came before the Finance Committee, when it was decided to direct the attention of the City Solicitor to the opinion given in the matter of the North Sydney Council in relation to payment by the hour to Tip Carters.

The City Solicitor subsequently reported that he had read the opinion given by Messrs. Piggott and Stinson to the North Sydney Council, which was to the effect that the payment to the Tip Carters at a certain amount per hour does not constitute a breach of the award. This opinion, it appears, is grounded on the fact that the award makes no mention of payment by the hour. The City Solicitor understood from them that the employment of Tip Carters by the North Sydney Council is of a casual nature and that they are really employed by the hour. He stated that he was inclined to agree with Messrs. Piggott and Stinson that there is no restriction in the matter of payment by the hour, inasmuch as the award makes no provision as to what number of hours shall constitute a day's work. It would, however, be for the City Surveyor to advise as to whether it would be practicable to employ Tip Carters by the hour. If they are employed in a permanent capacity and are governed by regulations as to time of commencing and relinquishing work, then he considered it would be very difficult to keep their employment outside the terms of the award. The Court of Arbitration would no doubt on application by the Union amend the award by specifying the rate per hour to be paid.

If the Council could show any reason why it should be exempt from the award, application could be made to the Arbitration Court for exemption under the provisions of Section 38 of the Industrial Arbitration Act, 1901.

On the 21st August I wrote to the Secretary of the Tip Carters' Union stating that I felt quite satisfied that the Council would not attempt to evade any legal obligations imposed upon them under the award of the Court, but that it was their duty in the first instance to enquire into the nature of the award. At the same time I pointed out that the conditions under which the Tip Carters were employed by the Council were not the same as under private individuals or firms, and that they enjoyed certain privileges not common to those working with private firms. Furthermore, I intimated without prejudice that the question of holidays and payment of time in strict accordance with the pay sheets, not at the rate per day but per hour, would be considered, and if back pay was claimed there could be no doubt but that back pay and wages would be calculated on this basis.

In reply to this letter the Secretary wrote stating that he quite understood from the conversation which took place between us that the Tip Carters in the permanent employ of the Council might have to forego all privileges in the way of holidays, etc., and with this the Tip Carters' Union had neither the wish nor the power to interfere. All that the Union asked was that the men might be placed on the same footing as those employed by outside firms, that is, either eleven shillings per day or 1s. 4½d. per hour, and they had no wish to inconvenience the Council in the matter, but would ask that the adjustment be made at a



reasonably early date. In the case of the men temporarily employed at a special street, this was somewhat different, as they depend on casual employment, and naturally expected the same wages while casually employed by the Council as they would receive from any other person, hence the request preferred by the Union that the Finance Committee would see the advisability of paying the full rate of 1s. 4½d. per hour from the commencement of the work. In a further communication the request was made that members of the Union engaged on the Dowling Street extension should be paid according to the terms of the award as from the commencement of the work, and as the work was nearly completed, dissatisfaction would inevitably ensue if the proper rate was paid for the last few days only.

At this stage a letter was received from a body styling itself the Sydney Municipal Council Industrial Union of Employees stating that the Tip Carters' Union, which had recently communicated with the Council on the matter of paying the men according to an award of the Court, was in no way connected with the Municipal Council Employees' Union, no more did it speak for the permanent carters employed by the Council, not one of whom belonged to it, and that it was by the request of the permanent carters that the letter from the Sydney Municipal Council Industrial Union of Employees was written.

The City Surveyor and myself agreed to recommend the Council to appeal to the Arbitration Court for exemption under Section 38 of the Industrial Arbitration Act of 1901 in view of the special circumstances surrounding employment by Council, as for instance :—

1. Permanent employment.
2. Payment for whole week wet or dry.
3. Sick pay and holidays.
4. Necessity in the interests of the service of differentiating between good and bad turnouts.

Furthermore, the City Surveyor and myself concurred in the recommendation that in the event of the Council being forced under the provisions of the award under an Act extremely harsh in its operations in many respects to pay the higher rate of wages irrespective of qualifications, the holiday and the sick pay allowances be stopped and the carters be paid by the hour, and that at any time when the work is slack the carts should be knocked off; that is to say, if the rate of pay obtaining for ordinary and casual business has to be paid, it would be only fair for the Council to run their work on ordinary business lines. The Finance Committee unanimously adopted these recommendations, and at a later date they were confirmed and approved by the Council, and the City Solicitor instructed to take the necessary action.

In pursuance of the resolution of Council application was accordingly made to the Court for exemption from the award made by the Court regarding the rates of payment to Tip Carters, and by an order dated the 2nd November last, the Court granted exemption as to all Tip Carters permanently employed by the City Council, but refused exemption as to persons temporarily employed as Tip Carters. As the latter constitute an almost infinitesimal proportion of the whole, the application was therefore in the main successful. The result of this decision is of course that the Council are bound to pay the Tip Carters temporarily employed eleven shillings per day if employed by the day.



About a fortnight after the order of the Arbitration Court had been made, a letter was received from a firm of solicitors enquiring whether or not the Council intended to pay the moneys due to twelve Tip Carters in connection with casual work done by them for the Council, the moneys being the difference between 10s. 6d. per day and 11s. per day for all work done as casual men since the award of the Arbitration Court. It was also stated that in the event of the Council paying the amounts due, the Union had been advised not to proceed for breaches of the award, but unless the amounts were paid within a very limited period named in the letter the firm intended to issue a summons in each of the twelve cases for a breach of the award.

The City Solicitor referred this letter to counsel who appeared for the Council on the application for exemption, and he advised that the Council should resist payment of the increased amount in respect of wages earned before the decision of the Arbitration Court on the application for exemption. Counsel gave as his reason for this opinion the fact that the Court was not likely to impose a penalty for any breach of the award prior to the decision of the Court, and that even if the Court did impose the maximum penalty it would not exceed the amount of arrears claimed on the figures supplied by the City Surveyor. These figures showed that the amount involved is about £100. In further support of counsel's opinion it was also justly pointed out that the Council was not made aware of the award until the expiration of a period of about three months after the same had been made, and it was optional with the carters to leave the service of the Council rather than accept any sum below that stated in the award. Apart from the legal aspect of the matter, the City Solicitor stated that it would be a question of policy for the Council to consider whether exemption from the award having been refused in respect of the temporary employees, the Council should resist the proposal as regards the payment of the balance representing the increased wages under the award.

The Finance Committee decided to resist payment, and upon the Council confirming this decision the solicitors for the Tip Carters were informed accordingly, and no further action has been taken.

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### SYDNEY MUNICIPAL COUNCIL EMPLOYEES' UNION.

Early in September last a letter was received by the Lord Mayor purporting to emanate from a body styled the Sydney Municipal Council Employees' Union, in which a request was preferred that the Council should appoint a stated number of its members or any other persons authorised by the Council, the number of delegates being left to the discretion of the Council, to meet a similar number from "our" Union in conference to consider the various questions at issue between the working conditions and those laid down by the rules of the Union, a registered copy of which rules was enclosed, the principal questions for consideration from the Union standpoint being as follows :—

1. The standard rate of wages.
2. The principle of eight hours per day.
3. Overtime and rate of pay for the same.
4. The question of holidays.

The Secretary of the Union is not employed by the City Council.

On consideration of the letter, acting under the authority and instructions of the Lord Mayor, a reply was forwarded to the effect that the writer of the letter—the Secretary of the Union—was not a member of the Corporation service, nor had the Lord Mayor any knowledge of the Union on behalf of which the letter was written, and the Lord Mayor saw no reason why the proposed conference should be held. However, it was intimated in such reply that any representations which the employees of the Council wished to make regarding the terms of their employment would receive the consideration of the Council if submitted to them in writing.

In reply to this communication the Secretary stated that although not an employee of the Council he was the registered Secretary of the Sydney Municipal Council Employees' Union, which was duly registered under the "Industrial Arbitration Act, 1901," on the 4th May, 1903, and that in addressing the Lord Mayor he was therefore only carrying out the instructions issued to him as such registered Secretary. The Secretary of the Union was subsequently informed that the Lord Mayor declined to recognise any communication coming from him in the future for the reason already stated.

The following is a copy of the Certificate of Registration of the Union:—

New South Wales Industrial Arbitration Act, 1901. No. 113.

**CERTIFICATE OF INCORPORATION.**

This is to certify that on the fourth day of May, 1903, the Trade Union styled "The Sydney Municipal Council Employees' Union" was duly registered and INCORPORATED as an Industrial Union of Employees in pursuance of the Industrial Arbitration Act, 1901, under the style of "THE SYDNEY MUNICIPAL COUNCIL EMPLOYEES' UNION INDUSTRIAL UNION OF EMPLOYEES."

Given under my hand at Sydney this fourth day of May, one thousand nine hundred and three.

(Signed)

G. C. ADDISON,  
Registrar,  
Industrial Arbitration Act, 1901.

Where the Industrial Union comes in passes comprehension; indeed, the registration must be regarded as a tribute to the perspicacity of the Registrar or those acting for him.

Nothing further in relation to the matter transpired until towards the end of the year, and no statement as to any grievance, real, alleged or imaginary, was ever forwarded to the Council.

In November or December, however, the following statement of claim and appendices was received:—

**INDUSTRIAL ARBITRATION ACT, 1901.**

**FORM 3.—RULE 5.**

**APPLICATION TO THE REGISTRAR TO REFER AN INDUSTRIAL DISPUTE TO THE COURT.**

The Industrial Union styled the SYDNEY MUNICIPAL COUNCIL EMPLOYEES' UNION INDUSTRIAL UNION OF EMPLOYEES, having made a claim upon and being in dispute with the MUNICIPAL COUNCIL OF THE

**CITY OF SYDNEY**, in respect of the following matters, hereby in pursuance of a resolution passed in terms of Section 28 of the Industrial Arbitration Act (a copy of which resolution is attached hereto), applies to the Registrar that such matters may be referred to the Court of Arbitration for determination.

Particulars of matters claimed and disputed :—

1. **HOURS OF WORK.**—That eight (8) hours shall constitute one day's work, and forty-eight (48) shall constitute one week's work.

2. **WORK TO COMMENCE AND FINISH.**—On Mondays, Tuesdays, Wednesdays, Thursdays, and Fridays the hours shall be from 6 a.m. to 8 a.m., from 9 a.m. to 12 o'clock noon, and from 1 p.m. to 4.30 p.m., and on Saturdays from 6 a.m. to 8 a.m., and from 9 a.m. to 12.30 p.m. A day's work shall be deemed to have started at the time of mustering.

3. **HOURS OF WORK FOR CARTERS.**—That the hours for carters shall be eight hours for a day's work, and forty-eight hours for a week's work, made up as follows:—On Mondays, Tuesdays, Wednesdays, Thursdays, and Fridays the work hours shall be from 6 a.m. to 8 a.m., from 9 a.m. to 12 noon, and from 1 p.m. to 4.30 p.m., and on Saturdays from 6 a.m. to 8 a.m., and from 9 a.m. to 12.30 p.m. Work shall be deemed to have started at mustering hour and completed on returning to the original mustering point.

4. **RATE OF PAY.**—That the rate of pay for permanent labourers shall be seven shillings (7s.) per day of eight hours, and the rate of pay for carters shall be eleven shillings (11s.) per day of eight hours; and the rate of pay for casual labourers shall be eight shillings (8s.) per day of eight hours.

5. **RATE OF PAY FOR OVERTIME.**—That all time worked other than the hours provided for in Clauses 2 and 3 of this claim shall be deemed overtime, and shall be paid for at the rate of time and a half.

6. **EMPLOYMENT OF BOYS.**—That boys shall be employed in the works in the proportion of one boy to every forty men, and no boy so employed shall be under the age of sixteen years.

7. **RATE OF PAY FOR BOYS.**—That the rate of pay for boys shall be as follows:—First year, fifteen shillings (15s.) per week of forty-eight hours. Second year, twenty shillings (20s.) per week of forty-eight hours. Third year, twenty-five shillings per week of forty-eight hours. Fourth year, thirty shillings (30s.) per week of forty-eight hours. Fifth year, forty-two shillings (42s.) per week of forty-eight hours.

8. **HOLIDAYS.**—That the following days shall be observed as holidays, viz., New Year's Day, Anniversary Day, Good Friday, Easter Monday, Eight Hours Demonstration Day, King's Birthday, Christmas Day, Boxing Day, and Employees' Picnic Day.

9. **RATE OF PAY FOR SUNDAYS AND HOLIDAYS.**—That the rate of pay for any time worked on Sundays or holidays shall be at the rate of double time.

10. **FINES.**—That the present system of fines as inflicted by the Council's rules shall be discontinued, and the men shall be docked their pay only for the time actually lost.

11. **REINSTATEMENT OF UNIONISTS.**—That any member or members dismissed without sufficient cause, or because of their membership of this Union, shall be reinstated.

**12. PREFERENCE TO UNIONISTS.**—The members of the claimant Union shall have preference over non-unionists, but if at any time the claimant Union fails to supply a sufficient number of competent men after an application has been made in writing to the Secretary of the claimant Union, the respondent Council may engage non-unionists at the same rate of pay and working conditions as laid down for unionists.

Dated at Sydney this second day of November, 1903.

For the Industrial Union styled THE SYDNEY MUNICIPAL COUNCIL  
EMPLOYEES' UNION, INDUSTRIAL UNION OF EMPLOYEES.

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**INDUSTRIAL ARBITRATION ACT, 1901.**

**FORM 4.—RULE 8.**

**AFFIDAVIT TO ACCOMPANY THE APPLICATION TO REFER DISPUTES, ETC.,  
TO THE COURT.**

On this 19th day of October, in the year 1903, I, JAMES J. HYNES, of 10 William Henry Street, Ultimo, in the State of New South Wales, the Secretary of the Industrial Union styled the SYDNEY MUNICIPAL COUNCIL EMPLOYEES' UNION, INDUSTRIAL UNION OF EMPLOYEES, being duly sworn, make oath and say as follows :—

The resolution, a minute whereof under the seal of the said Union is annexed hereto, and marked for identification with the letter "A," was on the 7th day of October, 1903, passed by a majority of the members present at a meeting of such Union, specially summoned by notice sent by post to each member (or given in the manner prescribed by the rules of the said Union) and stating the nature of the proposal to be submitted to the said meeting.

Sworn by the deponent on the day first above-mentioned at Ultimo, Sydney.

(Signed) JAMES J. HYNES.

Before me :—JOSHUA PARKER, J.P.,  
Commissioner for Affidavits.

"A."

The following resolution was proposed, seconded and carried unanimously at a special summons meeting of the Sydney Municipal Council's Employees' Union, Industrial Union of Employees, held on October 7th, 1903 :—

"Resolved—That the dispute between the Sydney Municipal Council's Employees' Union, Industrial Union of Employees, and the Municipal Council of the City of Sydney (in which the said Union claims that all the conditions as enumerated in Form 3, Rule 5), application to the Registrar to refer an industrial dispute to the Court be referred to the Court of Arbitration for determination ; and as a matter of urgency the Court be requested to make an order that the working conditions existing at time of dispute shall continue until altered by the Court.

" (Signed) JAMES J. HYNES, Secretary."

This claim, it is needless to say, was very promptly referred to the City Solicitor, with instructions to take immediate steps to contest it. Seeing that the matter is now pending before the Arbitration Court, I am unfortunately precluded from criticising the statements contained in the claim or the steps taken by the sectional minority of the Council's



employees arrogating to themselves the title with which they have invested the Union with that freedom which the circumstances demand, but must content myself on the present occasion with a bald recital of the facts up to the end of the year.

In answer to the claimant's claim, I, on behalf of the Council, made a detailed statement under the Common Seal of the Council as follows :—

1. The respondent disputes item one of the claimant's claim, and says that the kind of employment in the respondent's service varies to a great extent, and that the hours constituting a day's and a week's work should vary and be fixed according to the kind of employment, and should provide for such urgent and necessary work as may from time to time arise.

As to the carters and labourers employed in the cleansing department, the respondent says that the work should be so allotted to the said employees that if performed with reasonable expedition the same may be done each day within eight hours.

As to the night watchmen employed, the respondent says that the said employees should work from 6 p.m. to 6 a.m. for seven days in each week.

The respondent further says that it is necessary that provision should be made to sweep the streets of the City every night, and that the men employed in such work with horse brooms should work seven days in each week.

2. The respondent disputes item two of the claimant's claim, and says that the hours should be as follows :—

#### CLEANSING.

##### LABOURERS AND CARTERS.—DAY WORKERS.

5 a.m. to 7 a.m.

9 a.m. to 1 p.m.

2 p.m. to 4 p.m.

##### SATURDAYS.

5 a.m. to 7 a.m.

9 a.m. to 1 p.m.

##### NIGHT WORKERS.

10 p.m. to 4 a.m.

5 a.m. to 7 a.m.

(Night workers work seven days a week.)

#### MAINTENANCE.

6 a.m. to 8 a.m.

9 a.m. to 1 p.m.

2 p.m. to 4.30 p.m. (Fridays 4 p.m.)

##### SATURDAYS.

6 a.m. to 8 a.m.

9 a.m. to 1 p.m.

#### DESTRUCTOR.

Three eight-hour shifts every 24 hours, Sunday excepted, viz. :—

From 12 to 8 a.m.

From 8 a.m. to 4 p.m.

From 4 p.m. to 12 midnight.

The respondent further says that the men employed in cleansing and maintenance should muster twenty minutes before the time of commencement of work.

3. The respondent disputes item three of the claimant's claim, and repeats so far as applicable to the said item the statements contained in paragraph two hereof, and the respondent further says that the terms and conditions of employment of the said carters were the subject of an award made on the fourth day of March last by this Honourable Court in the industrial dispute between the Tip Carters' Union and Finlay E. Munro, and by an order dated the second day of November last exemption from such award was granted to the respondent Council. The respondent further submits that the 'Tip Carters' Union is concerned in the matter of this item of the dispute.

4. The respondent disputes item four of the claimant's claim, and says that the rate of wages should be as follows :—

A. Labourers (including Gardeners)—

1st Grade	..	..	..	..	8s per day.
2nd Grade	..	..	..	..	7s. 6d. per day.
3rd Grade	..	..	..	..	7s. per day.
4th Grade	..	..	..	..	6s. per day.

B. Tarpavers—

1st Grade	..	..	..	..	9s. per day.
2nd Grade	..	..	..	..	8s. per day.

C. Paviers, Wallers, Gully Builders—

1st Grade	..	..	..	..	10s. per day.
2nd Grade	..	..	..	..	9s. per day.

D. Carters—

1st Grade (providing own cart)	..	..	..	..	11s per day.
1st Grade (Council providing cart)	..	..	..	..	10s. 9d. per day.
2nd Grade (providing own cart)	..	..	..	..	10s. 6d. per day.

E. Drivers of Steam Road Rollers—

1st Grade, holding engineer's certificate	..	..	..	..	10s. per day.
2nd Grade, drivers only	..	..	..	..	9s. per day.

F. Plumbers—

1st Grade	..	..	..	..	11s. per day.
2nd Grade	..	..	..	..	10s. per day.

G. Carpenters and Skilled Tradesmen—

1st Grade	..	..	..	..	10s. per day.
2nd Grade	..	..	..	..	9s. per day.

H. Inspectors—

1st Grade	..	..	..	..	12s. per day.
2nd Grade	..	..	..	..	11s. per day.
3rd Grade	..	..	..	..	10s. per day.
Gangers	..	..	..	..	9s. per day.

The respondent further submits that the Tip Carters' Union and the United Labourers' Protective Society, being Industrial Unions of Employees, are concerned in the matter of this item of the dispute.

5. The respondent disputes item five of the claimant's claim, and says that only work which from its character or from special circumstances cannot be performed during the prescribed working hours should

be regarded as overtime, and that payment for such work should be at the ordinary rate of wages, and that on no account should any payment be made for overtime to employees employed in bringing up arrears of work which properly comes within the scope of ordinary duties or which the officer in charge considers necessary to be done on the same day.

And the respondent further says that for necessary or urgent work performed on Christmas Day or Good Friday, double time should be allowed, and for such work on Eight Hours Day or the day for the employees' picnic, time and half should be allowed.

6. The respondent disputes item six of the claimant's claim, and says that in the Cleansing Department the work of keeping the streets clean is done with more celerity and safety by boys than by men, and that the number of boys so employed has no reference to and should not be limited by a proportion of men employed. And the respondent further says that no boys so employed should be under the age of fourteen years.

7. The respondent disputes item seven of the claimant's claim, and says that the scale of wages for boys should extend from two shillings and twopence per day to five shillings per day, and that the increase of wages should be dependent upon the conduct and efficiency of the boy, as well as upon length of service, and that if such increase is dependent solely upon the length of service, the said boy would have no incentive to good conduct.

8. The respondent disputes item eight of the claimant's claim, and says that Christmas Day, Good Friday, Eight Hours Day, and a day in March of every year for the employees' picnic should be the recognised holidays, and that in addition thereto the Town Clerk may upon application duly made by any employee grant the said employee leave of absence up to eight days per annum.

9. The respondent disputes item nine of the claimant's claim, and repeats in respect thereto the statements contained in paragraph five hereof.

10. The respondent disputes item ten of the claimant's claim, and says that the present system of fines is just and expedient, and is necessary for the proper discipline of the service and should be continued.

11. The respondent denies that any employee has been dismissed or is liable to be dismissed without sufficient cause or because of his membership of the said Union, and says that there is no person to whom the eleventh item can be applicable.

12. The respondent disputes item twelve of the claimant's claim, and says that the said Union according to its rules should consist of only *bona fide* employees of the respondent Council, and that the members of the Union can at most consist only of actual and dismissed employees, and that a preferment right of employment, as claimed in item twelve, would if created mean that dismissed employees would have a right to be reinstated, and would thus render nugatory the respondent Council's right of dismissal for just cause, and would subvert the control of the service.

13. The respondent, as to the whole of the claimant's claim, says that there is nothing peculiar in the service of the respondent, but that on the contrary such service comprises employees of certain professional and clerical classes and of skilled and ordinary labour, and that each kind of such employment is similar to employment in the service of other

employers in Sydney and elsewhere in the State of New South Wales, and the respondent says that the members of the claimant Union do not comprise one-fourth of the employees of the respondent, and include a number of men not employed by the respondent, and therefore not qualified to be members according to the rules of the claimant Union, whilst the remaining members of the said Union are qualified to become members of the Tip Carters' Union and the United Labourers' Protective Society, Industrial Unions of Employees, and the respondent objects that it is not just or reasonable that the respondent should be isolated as regards its service in the present industrial dispute from all similar employers in the State, and submits that the rights of the employees of each different kind should be controlled by the existing labour organisation for each such class, and that the Trade Union Act was not intended to apply to a combination of workers of different kinds in the service of an individual employer, and united only by the fact of such common employment.

At this stage it may be of interest to mention that the Council has several distinct classes of employees in the service, amongst which may be mentioned :—Labourers (including Gardeners), Tarpavers, Paviers, Wallers, Gully Builders, Carters, Drivers of Steam Road Rollers, Plumbers, Painters, Carpenters, Enginemen, Firemen, Watchmen, Baths Attendants, Markets Attendants, Lifts Attendants, Orderlies, Cleaners, etc., etc. Having regard to these facts, the City Solicitor in December last made a strong representation to the Registrar of Friendly Societies and Trade Unions, in which it was submitted that it was evident that such Union only became registered as a Trades Union for the purpose of obtaining registration as a Union under the Arbitration Act, and using the provisions of that Act to demand concessions from the Council. Furthermore, it was submitted that the rights of the employees of each different kind should be controlled by the organisation for each such class, and that the Trades Union Act was not intended to apply to a combination of workers of different kinds in the service of any individual employer and united only by the fact of such common employment, and therefore that the said Union was not a Trade Union as defined by such Act. The members of such Union possessed no community of interest as members of the same trade or class of employees, and a reference to Rule No. 2 of the rules of the Union shows that the Union can only consist of employees of the City Council. Consequently the City Solicitor, after consultation with the Lord Mayor and myself, determined to apply to the Registrar for cancellation of the certificate of the said Union as a Trade Union under Sub-section 2 of Section 15 of the Trades Union Act of 1881, on the ground that such registration was made by mistake on the assumption that the members had a common interest as employees of the same class or of similar classes.

The application for cancellation of the certificate was based upon the following specific grounds :—

1. That the rights of the employees of each different kind should be controlled by an organisation for each such class.
2. That the Industrial Arbitration Act, 1901, was not intended to apply to a combination of workers of different kinds in the service of an individual employer.
3. That the members of the Sydney Municipal Council Employees' Union have no community of interest as members of the same trade or class of employees.



4. That there is nothing peculiar in the service of the said Council, but that on the contrary such service comprises employees of certain professional and clerical classes and of skilled and ordinary labour, and that each kind of such employment is similar to employment in the service of other employers in Sydney and elsewhere in the State of New South Wales.
5. That the members of the said Union do not comprise one-fourth of employees of the said Council and include a number of men not employed by the Council, and therefore not qualified to be members according to the rules of the Union, whilst the remaining members of the Union are qualified to become members of the Tip Carters' Union and the United Labourers' Protective Society, Industrial Unions of Employees.

In support of this application I made an affidavit to the following effect :—

1. The number of employees of the Council exceeds six hundred and fifty.
2. The members of the Union, according to the list filed in the office of the Registrar of the Court, number only 158, of whom 28 are not in the service of the Council. Of the remaining 130, one is a block sweeper, one a night watchman, and 128 are labourers or carters.
3. Rule No. 2 of the Union states : " This Union shall consist of an unlimited number of *bona fide* employees of the City Council," and the Council so referred to is the applicant Council—the Municipal Council of the City of Sydney.
4. Rule No. 1 of the rules of the Tip Carters' Union of New South Wales is as follows : " This Society shall be known as the ' Tip Carters' Union of New South Wales,' and shall consist of Tip Carters, Owners and Drivers." The said Union is registered as an Industrial Union of Employees under the Industrial Arbitration Act, 1901.
5. It appears from Rule 1 of the labour section of the rules of the United Labourers' Protective Society of New South Wales that the said Union embraces the following :—Bricklayers' Labourers, Plasterers' Labourers, Masons' Labourers, Gantry and Cranemen, Carpenters' Labourers, Sewer Miners, Rock Choppers and Gutterers, Hammer and Drill Jumper Work, Quarrying and Spawling Stone, Concrete Workers, Platelayers, Sewers' Workers and Labourers not already specified. The said Union is registered as an Industrial Union of Employees under the Industrial Arbitration Act, 1901.
6. That according to advice and belief, the whole of the members of the Sydney Municipal Council Employees' Union, Industrial Union of Employees, are qualified to become members of the Unions referred to in paragraphs 4 and 5, or one of them.

The Registrar intimated in reply that he had no doubt of the correctness of the registration of the Sydney Municipal Council Employees' Union, there being no restriction in law confining registration to employees of like kind. However, the Registrar intimated that he

would submit the matter to the Crown Law Officers, with the representations accompanying the same. The Crown Solicitor subsequently gave an opinion confirming the view expressed by the Registrar.

At a later stage the City Solicitor, accompanied by counsel, attended before the Registrar and made representations to the effect named, with the result that it was decided that the Registrar would not be warranted in proceeding to the cancellation of the registry of the Sydney Municipal Council Employees' Union for the reasons advanced in the accompanying memorandum.

Application of the City Solicitor, on behalf of the Municipal Council of Sydney, for the cancellation of the Certificate of Registration of the Sydney Municipal Council Employees' Union.

1. The Sydney Municipal Council Employees' Union was registered by the Registrar of Friendly Societies on the 20th March, 1903.
2. Rule 2 of its rules ordains that it shall consist of an unlimited number of *bona fide* employees of the City Council, and Rule 26, in quoting the minimum pay required by the members, quotes the rates as, carters eleven shillings per day, labourers seven shillings per day, thereby inferentially conveying the idea that the membership will comprise men who are either carters or labourers, *i.e.*, ordinary municipal labourers.
3. Rule 3 states that the objects shall be advancement and protection of its members (presumably from a monetary point of view), and to maintain the eight hour system of labour.
4. Application has been made on behalf of the Municipal Council of Sydney to secure the cancellation of registration on the ground that such registration has been made by mistake, on the assumption that the members have a common interest as employees of the same class, or of different classes.
5. In support of this application the City Solicitor, on behalf of the Municipal Council, submitted that the rights of employees of each different kind should be controlled by an organisation for each such class, and that the Trade Union Act was not intended to apply to a combination of workers of different kinds in the service of an individual employer, and united only by the fact of such common employment.
6. The Crown Solicitor, whose advice was sought in the matter, draws attention to the definition of the term "Trade Union" as set forth in Section 31 of the Trade Union Act, 1881, and thence deduces the opinion that the Union is entitled to registration under the Act.
7. In conformity with the rights conferred under Section 15 of the Act, the Municipal Council of Sydney appeared by counsel to urge the cancellation of the Certificate of Registration of the Union on the ground that such certificate had been obtained by mistake.

8. Counsel, in the person of Mr. W. Edmunds, barrister-at-law, attended at the Registry, and presented the reasons which, in his opinion, sustained the request of the Municipal Council of Sydney for cancellation of the Union.
9. Having carefully noted the arguments of the learned counsel and having duly weighed such in conjunction with the opinions expressed by the Crown Solicitor, and with the conclusion formed by myself, as the outcome of my own reading experience, I have come to the conclusion that I would not be justified in cancelling the registration of the Union in question on the ground that it has been obtained by mistake.
10. I am impelled to this decision by the following considerations :—There was no provision in law prior to the enactment of 1881 enabling employees to combine in order to secure the advantage of dealing in a collective and united capacity with their employers. The passing of the 1881 Act, in my opinion, gave this privilege not only to working men of a like kind (that is of the same trade or business) collected together into a Union, which view might be gathered from the term (in Clause 31), “conduct of any trade or business,” but also to workmen of different kinds working for the same employer as shown by the expression “workmen and employers,” because the whole spirit of the Act shows that community of interest is the prompting incentive to any body or bodies of men to contemplate the formation of a Trade Union.
11. Clause 22 of the Trade Union Act permits the amalgamation of Trade Unions, and this conferred power seems to me to show that it was anticipated that members of different trades or types of business might find it to their interest or advantage to combine under one controlling union to carry out their objects under a common employer. This seems to me a strong argument, since if, as Mr. Edmunds contended, we should gravely consider the requirements of “common employment,” such considerations must also relate in cases where there is a common employer, and it is quite possible in the case under review to conceive community of interest between carters and Corporation labourers.
12. It has been pointed out that in several aspects the Industrial Arbitration Act governs the conditions under which a Trade Union can be registered. After considering the points raised it seems to me that any such consideration does not affect the registration of a Trade Union. In my opinion, all that the Act in question effects is an enlargement of the scope of the Trade Union Act, not a contraction, nor in anywise a repeal of its provisions ; and viewing the remarks previously made by me in paragraph 11, the provisions of that Act seem to me to lend additional support to my decision not to cancel, since the fact of registration in this office affords the only means to the Union of approaching the Arbitration Court in defence of their interests.

13. The above consideration leads me to remark that a case is now pending before the Arbitration Court in which the Municipal Council of Sydney and their employees, members of this Union, are parties ; and since it must be at once apparent that the concern of the Municipal Council in the matter of registration is not on account of the existence of the *Trade Union*, but rather because such Union is also an *Industrial Union*, it seems to me that it would be an act, on the part of the Registrar of Trade Unions, justifiable only by positive direction in the provisions of the Trade Union law, if he were to proceed to the cancellation of the Trade Union of Municipal Employees.

(Signed) JOHN B. TRIVETT.

The City Solicitor from the commencement was not very sanguine that he should be able to induce the Registrar to cancel the registration, but the course taken was undoubtedly the best, under the prevailing circumstances, of the means available of obtaining the cancellation of the Union. As a matter of fact no one expected that the Registrar would admit that he had made an egregious blunder.

The matter of the claims preferred by the Union against the City Council in the Arbitration Court will not, it is believed, be reached for sixteen or eighteen months, or even two years, at the present rate of progress of business in the Court, and while such application is pending, no application for cancellation of the Union as an Industrial Union can be heard by the Court. The opinion is entertained that the Council's claim for cancellation of the registration of the Union as an Industrial Union under the Arbitration Act is much stronger than the claim for cancellation as a Trade Union, and it is believed that in all probability an order granting such cancellation will be obtained at the proper time, and every legitimate step will be taken to secure this cancellation.

Whilst refraining from making any further comment on the merits of the claim against the Council at the present time, it is but right to state that in making application for the cancellation of the Union, the motive for making such application must be clearly understood. It is not that the Council object or are adverse to the employees being members of any Union, or that they entertain objection or are antagonistic to Trades Unions or legalised combinations on principle ; far from it. At the same time, without entrenching in the slightest degree on the political aspect, which is no concern of mine, I am reluctantly obliged to state, after two years' most careful observation and anxiety to do justice to the working classes of the community, that the Trade Unions of the present day, as exemplified in Sydney, do not appear to exist for the original purpose for which Trades Unions were established, namely, combination for protection against sweating and rapacious employers, a principle with which all must agree, but on the contrary that they are degenerating, and in many cases have degenerated, into Trades Unions having but one common aim and object in what may be termed for want of a better appellation—legalised extortion.

The question of employees being members of any Union or otherwise never comes before the Council directly or indirectly or its administrative officers in any way, and absolute freedom of action has always been, and I believe will continue to be, allowed to the employees for legitimate combination ; but as there are already organised unions, the membership



of which fully embraces the various classes of labour employed by the Council, the employees are not suffering from any injustice or disability, but have every opportunity afforded them for legitimate organisation. Under present conditions one section may be members of the Tip Carters' Union, and another section members of the United Labourers' Protective Society, whilst a third section may be members of the so-called Sydney Municipal Council Employees' Union. There is no guarantee that what applies to one section will apply to the other, and thus in commonplace phraseology the Council is placed between the devil and the deep sea.

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### EMPLOYEES' PICNIC.

The third annual picnic of the employees of the City Council took place in March at Clifton Gardens, there being a large attendance of employees and visitors, including the Lord Mayor (Alderman Thomas Hughes), Alderman J. Lane Mullins, Vice-Chairman of the Finance Committee; Alderman A. McElhone, Vice-Chairman of the Works Committee; Alderman Evan Jones, Vice-Chairman of the Staff and Labour Committee; Alderman J. C. Waine, Vice-Chairman of the Electric Lighting Committee; the Town Clerk (Mr. T. H. Nesbitt), the Chief Clerk (Mr. W. G. Layton), the City Surveyor (Mr. W. M. Gordon), the City Treasurer (Mr. S. H. Solomon), the City Solicitor (Mr. P. S. Dawson), the City Health Officer (Dr. W. H. Armstrong), the Superintendent of Corporation Assets (Mr. J. Neale Breedn), the City Building Surveyor (Mr. R. H. Brodrick), and the General Auditor (Mr. Robert Dougan).

Fine weather prevailed, and the outing proved a most enjoyable one. At luncheon the chair was occupied by the Town Clerk, supported by the Lord Mayor and the Vice-Chairman of the Standing Committees of the Council. The Chairman proposed the toasts of "The King" and the "State Ministry," and Alderman Richards proposed the toast of the "State Parliament," which was responded to by Alderman A. Kelly, M.L.A.

The Chairman proposed "The Lord Mayor and Aldermen," and in doing so commented upon the fact that that was the first occasion in the history of the City Corporation that a gathering of the character had been honoured by the presence of a Lord Mayor at their annual picnic, but in the occupant of that distinguished office it was everywhere acknowledged the workmen had as Lord Mayor a gentleman peculiarly fitted to carry out the duties of his high station, being actuated by an invaluable sense of justice, and very naturally this attitude largely influenced those over whom he presided, the consequence being that no man was ever condemned without a hearing.

The Lord Mayor, in responding, stated that the Council then in existence, and the one which had preceded it, had done well for the employees, and had carried into effect the principles of justice.

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### SICK AND PROVIDENT FUND.

In my last Annual Report reference was made in detail to the important matter of establishing a Sick and Provident Fund on a sound commercial basis for the benefit of the officers and employees of the City

Council, in which it was pointed out that the best means of providing for the superannuation of officers and servants is by the establishment of a fund or funds to which contributions shall be made by the Council and their officers, servants and workmen in certain defined proportions.

During the past year the Council has unanimously affirmed the principle, and a clause to meet the requirements of the case has been inserted in the Amending Corporation Bill, to which reference is made elsewhere.

Reference was also made to several schemes and proposals which had been under consideration, and prominence was given on general lines to the scheme in operation under the London County Council, acting under the authority of a special Act of Parliament.

I have since obtained complete particulars of the scheme and submit the same, so that the details may be taken into consideration by the Council at the proper time. The scheme, it may be stated, came into operation on the 1st April, 1895, which date is hereafter referred to as the date of the scheme.

The following are the particulars referred to :—

1. Save in so far and so long as any person or persons shall, under Clause 2 of this scheme, be or become and continue exempt from liability to contribute to the fund, all persons who shall have been taken into the employment of the Council between a date to be fixed by the Council and the date of this scheme, shall as from the date of this scheme, and all persons who may after the said date be taken into such employment, shall as from the date of their being taken into employment, be, and during such employment continue liable to contribute to the fund in the manner and to the extent hereinafter mentioned. All persons for the time being liable to contribute to the fund as aforesaid, and all persons permitted under Clause 3 to contribute, are hereinafter referred to as contributing members. No contributing member shall cease to contribute without the consent of the Council.
2. The following persons shall be exempted from liability to contribute to the fund:—
  - (1.) All persons whose employment is of a probationary or temporary character, and is so styled, but so long as such employment shall continue to be and to be styled probationary or temporary.
  - (2.) All persons who shall annually prove to the satisfaction of Council that they have made, and are continuing to make, either by being members of a friendly or benefit society, or by insurance, or in any other manner, such provision to meet the events or contingencies provided for by this scheme as will secure to them (or in case of death to their representatives) no less benefit substantially than on the happening of such events or contingencies would be secured to them under this scheme had they been contributing members of the fund as aforesaid.
3. The Council may, however, at any time, and from time to time, and for so long as it thinks fit, permit any person for the time being exempted from liability to contribute to the

fund as aforesaid, to become and continue a member of the fund, and to contribute thereto, provided that no person who shall have been so permitted to become a member of the fund and to contribute thereto shall cease to continue to be a member and contribute thereto without the consent of the Council.

4. Whenever from time to time any amount on account of salary or wages shall become due and payable by the Council to a contributing member, the Council shall not pay the amount so due and payable in full to such contributing member, but shall deduct and retain thereout threepence for every complete ten shillings of the amount, and an additional threepence for the remainder (if any) of such amount, and shall, as far as possible, simultaneously with the payment to such contributing member of the balance of such amount, pay to the fund the amount deducted as aforesaid. The amount so deducted and paid to the fund shall be forthwith credited to the account of the contributing member with the fund.
5. Any person taken into the employment of the Council since such date as may be fixed by the Council under Clause 1, and before the date of this scheme, and liable to contribute to the fund, may, if he so desire, within twelve calendar months after such date, also contribute and pay to the fund any sum of money, not exceeding two pounds ten shillings per centum of the amount of his salary or wages, for the period between the commencement of the employment of such person and the date of this scheme, and, upon such contribution and payment being made, the amount thereof shall forthwith be credited to the account of such contributing member with the fund.
6. The Council shall, at the end of each and every quarter after the date of this scheme, contribute and pay to the fund a sum equal in amount to the aggregate of the sums which during the same quarter have been contributed thereto by the contributing members under Clauses 4 and 5. A proper proportion of the total sums from time to time to be contributed by the Council as aforesaid shall, upon such contribution being made, be placed to the credit of the account of each contributing member with the fund.
7. A separate account shall be kept of each contributing member with the fund, and such account shall be divided into two parts; the one to comprise all contributions made by such contributing member under Clauses 4 and 5, and all interest thereon as hereinafter mentioned, and the other to comprise all contributions made by the Council as aforesaid, and all interest thereon as hereinafter mentioned.
8. At the end of each and every quarter after the date of this scheme there shall be credited to each part of the account of each contributing member with the fund, interest at three pounds per centum per annum on the accounts standing at the commencement of that quarter to the credit of such contributing member in that part of the account, and the amount of such interest shall be thereupon added to and become part of the principal standing to the credit

of such contributing member in that part of the account, and shall thenceforth bear interest in like manner. The Council shall at the end of each and every quarter pay into the fund such a sum as will, together with the interest receivable in respect of investments of the fund, be equal to the aggregate amount of the interest to be credited as aforesaid.

9. Whenever a contributing member (not having been guilty of fraud or dishonesty or misconduct which involves pecuniary loss to the Council) shall cease to be in the employment of the Council by reason of the happening of any one of the following events, that is to say—

(1) Retirement upon superannuation ;

(2) His retirement or resignation, where voluntary or enforced on account of incapacity for the service of the Council by reason of illness ;

(3) His death before he becomes entitled to any benefit under this scheme on resignation or retirement—

there shall be paid to such contributing member, or in case of his death, to his legal personal representatives, out of the fund, the whole of the amounts standing at the time aforesaid to the credit of both parts of his account with the fund.

10. Subject to the provisions in Clause 9, any contributing member leaving the service of the Council in consequence of reductions or alterations in the establishment, or from his service being discontinued from any cause other than fraud, or dishonesty, or misconduct, which involves pecuniary loss to the Council, shall be entitled to receive back the whole amount of his contributions to the fund, with interest as aforesaid, and shall have no further claim upon the fund.

11. Any contributing member retiring from the service of the Council before superannuation, *bona fide* of his own accord, and not to escape dismissal for fraud or dishonesty, or misconduct, which involves pecuniary loss to the Council, shall be entitled to receive back the whole amount of his own contributions to the fund, with interest as aforesaid, and shall have no further claim upon the fund.

12. Whenever any contributing member becomes entitled under Clauses 9, 10, or 11 of this scheme to any payment out of the fund, the Council if it thinks fit may, with his consent, instead of making payment to him of the amount due to him, invest the same or any part thereof in the purchase of an annuity for the life of such member. Where any such annuity is purchased out of money which a contributing member has become entitled under Clauses 10 and 11, the annuity shall be purchased in his name, and he shall be entitled to receive the periodical payments as they become due, direct from the body or person granting such annuity, and shall have no further claim on the fund. Where any such annuity is purchased out of money to which a contributing member has become entitled under Clause 9, the



annuity shall be purchased in the name of the Council, who shall receive the periodical payments as they become due from the body or person granting such annuity. Such annuity shall be considered as divided into two parts in the proportion in which the contributions of the contributing member, with the interest thereon, and the contributions of the Council, with the interest thereon, making up the total sum invested bear to one another. The part of the annuity representing the investment of the contributions of the Council, with the interest thereon, shall be subject to the restrictions imposed on a contributing member by Clause 15, and to the exercise of the powers given to the Council by that clause, but subject as aforesaid, the Council shall from time to time pay over to the contributing member the periodical payments of such annuity when received by the Council.

13. Any contributing member dismissed the service of the Council for fraud or dishonesty, or misconduct, which involves pecuniary loss to the Council, shall, at the discretion of the Council, forfeit all or any part of his contributions and lose all benefits from the fund, except such return (if any) as may at such discretion be made to him out of his own contribution.
14. Any contributing member who shall retire from or resign his office in the service of the Council with intent to escape discharge or dismissal for fraud or dishonesty, or misconduct, involving pecuniary loss to the Council, shall, if the Council so resolve at its absolute discretion, forfeit all or any part of his contributions to the fund, and the interest thereon, and the accumulations thereof, and shall also lose all benefits whatever from the fund, except that the Council may at its discretion direct the repayment to him of the whole or such part of his contributions to the fund as the Council in its absolute discretion think fit.
15. No benefit derivable by any contributing member or his representatives from the fund in respect of the contributions by the Council shall be assignable by him or chargeable with his debts without the consent in writing of the Council, and the Council shall have power from and after any attempt on the part of a contributing member to alienate, assign or charge the same, or any part thereof, without such consent, or on the happening of any event whereby the same or some part thereof, if belonging absolutely to such contributing member, would become invested in or payable to some other person or persons, to apply any moneys which may from time to time under this scheme become payable to such contributing member, and out of the contributions by the Council, when and as such moneys shall become payable, or any part thereof, in such manner as the Council may in its absolute discretion think fit for the maintenance, support, or benefit of such contributing member and his wife, family, relatives, and persons dependent on him, or any one or more of them.

16. No contributing member shall have any claim upon the fund beyond the payments provided for in this scheme, and if in any year the income arising from the fund is more than adequate to meet the payment of interest and expenses under this scheme, or if any portion of the fund standing to the credit of a contributing member shall under the provisions of this scheme have ceased to be payable to such contributing member or his representatives, the Council shall be at liberty to deal with such surplus income, or with such portion of the fund as it shall think fit.
17. Every contributing member shall be entitled to inspect at all reasonable times his account with the fund, and shall be furnished by the Council, at his request, not oftener than once a year, free of charge, with a copy of his account with the fund.
18. All words and expressions in this scheme, including or referring or applicable only to persons of the male sex, shall, unless the context otherwise require, be construed \* as also including, referring to, and applicable to persons of the female sex.
19. Nothing in this scheme shall be construed as in any way affecting the power of a contributing member to dispose by will of any moneys payable, or which may become payable, to him under the provisions thereof.
20. If the Council shall, under Clause 3, permit any person employed by a committee of the Council, or employed jointly by the Council and any other authority to contribute to the fund, the expression "the employment of the Council" shall in this scheme, as regards any such person, be construed, unless the context otherwise require, to mean the employment of such committee or the joint employment of the Council, and such other authority as the case may be.
21. The fund shall be managed and administered by the Finance Committee, subject to the directions and approval of the Council, and shall be vested in such securities as the Committee, with the approval of the Council, shall think fit.
22. The expense of managing and administering and investing the fund, and of making good all deficiency therein (if any), from time to time, shall be borne by the Council.
23. The Council shall, from time to time, publish, for the information of contributing members, tables showing the terms upon which Government or other annuities can be purchased, and the names of insurance companies and others who may offer special facilities for members contributing under this scheme.

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#### CONTROL OF STORES AND MATERIALS.

After an experience of another year I see no reason to make any variation in the observations made last year with regard to the important question of the control of material and stores. The system

adopted on my recommendation continues to give every satisfaction to all concerned, and the Government Auditors and the General Auditor heartily approve and strongly recommend the system, having special regard to its utility in establishing an efficient system of check and direct control.

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### WOODPAVING OF CITY STREETS.

During the year 1903, consequent upon the issue of debentures for £50,000 to be expended in woodpaving and re-woodpaving City streets, the Council entered into fifteen contracts for carrying out the work in terms of the conditions and specifications prepared by the City Surveyor, amounting in the aggregate to £42,638 12s. 7d. as follows :—

Contract No. 1.—Mr. Edward Eagar, Sussex Street, foot of Market Street.

Contract No. 2.—Messrs. Lane and Peters, Liverpool Street, George Street.

Contract No. 3.—Messrs. Lane and Peters, Abercrombie Street, George Street West to Cleveland Street.

Contract No. 4.—Messrs. Willmott and Morgan, Clarence Street, Grosvenor Street to Market Street.

Contract No. 5.—Messrs. Willmott and Morgan, York Street, Market Street to Druiitt Street.

Contract No. 6.—Messrs. Willmott and Morgan, George Street, fronting Druiitt Street.

Contract No. 7.—Mr. H. H. Browne, Crown Street, Oxford Street to Cleveland Street.

Contract No. 8.—Mr. H. H. Browne, William Street, Yurong Street to Dowling Street.

Contract No. 9.—Messrs. Lane and Peters, King Street, Elizabeth Street to Queen's Square.

Contract No. 10.—Mr. Edward Eagar, Sir John Young's Crescent, Woolloomooloo Street to Plunkett Street.

Contract No. 11.—Messrs. Lane and Peters, Albert Street, Queen's Square to College Street.

Contract No. 12.—Messrs. Lane and Peters, Pymont Bridge Road and part of Murray Street.

Contract No. 13.—Messrs. Lane and Peters, part of Queen's Square.

Contract No. 14.—Mr. Edward Eagar, Bank Street (Abattoir Road). Miller Street to Bridge.

Contract No. 15.—Mr. Edward Eagar, Lincoln Crescent, Plunkett Street to Cowper Wharf.

The following return shows the amount of the contract and the total cost of the works completed in 1903, the final payments in some cases not having been made until 1904. The work in Lincoln Crescent

was not completed at the close of the year, but for comparative purposes to complete the return the total cost has been assumed at the contract price :—

No. of Contract.	Total Cost.			Area Super. Yards.		Cost per Yard Super.		
	£	s.	d.			£	s.	d.
1 ..	941	0	9	..	918	1	0	6·22
2 ..	2,424	10	9	..	3,184	0	15	2·75
3 ..	5,189	5	4	..	7,152	0	14	6·14
4 ..	5,245	12	7	..	10,920	0	9	7·29
5 ..	1,701	3	1	..	3,114	0	10	11·11
6 ..	433	0	8	..	741	0	11	8·25
7 ..	6,636	15	2	..	12,298	0	10	9·52
8 ..	2,773	14	7	..	5,540	0	10	0·16
9 ..	590	7	0	..	761	0	15	6·18
10 ..	3,194	5	2	..	4,184	0	15	3·23
11 ..	1,203	12	4	..	1,638	0	14	8·35
12 ..	4,793	1	3	..	5,792	0	16	6·6
13 ..	1,691	16	3	..	2,196	0	15	4·89
14 ..	4,476	7	8	..	5,210	0	17	2·25
15 ..	1,144	0	0	..	1,386	0	16	6·10
Total	£42,638	12	7	..	65,034			

The apparently excessive cost in the case of Sussex Street, foot of Market Street, Contract No. 1, is explained by the fact that extra expenditure was incurred in ballasting and in increased concrete. Contracts No. 4, 5, 6, 7, and 8 were for re-woodpaving on existing foundations. With regard to Lincoln Crescent, as certain adjustments have to be made, the total cost may vary a little, but the amount may be taken as approximately correct.

The contracts as let were apportioned as follows :—

Bligh Ward	..	..	..	£1,188	14	10
Bourke Ward	..	..	..	278	1	1
Cook Ward	..	..	..	2,179	0	0
Fitzroy Ward	..	..	..	4,238	19	6
Flinders Ward	..	..	..	4,457	15	2
Lang Ward	..	..	..	8,066	19	9
Macquarie Ward	..	..	..	4,792	17	2
Phillip Ward	..	..	..	6,366	8	9
Pymont Ward	..	..	..	7,130	1	4

Considerable discussion took place in the Council with regard to the utility of the mastic joint in relieving the expansion of the blocks, but on the City Surveyor reporting that he considered the mastic joint would prove its usefulness in this direction, the Council decided to continue its use.

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### CITY IMPROVEMENTS.

In addition to the improvement at "Waters' Corner" and the corner of Market Street and Elizabeth Street, several minor improvements were made or authorised in the City streets by widening and rounding off corners, amongst which may be mentioned the following :—Rounding the north-east corner of George Street and Martin Place ; widening Cleveland Street, between Dowling Street and Randwick Road ;



widening of footways in Alfred Street ; rounding corner of O'Connell Street and Bent Street. Colonial Sugar Company's offices ; widening Bartley Street ; rounding corner Bourke Street and Arthur Street ; widening Steam Mill Street, from Duncan Street to Barker Street ; rounding north-west corner of Riley Street and Devonshire Street.

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#### CITY IMPROVEMENTS—KING STREET AND GEORGE STREET.

Early in March, 1902, the Council received an intimation from the Minister for Public Works that the City Improvement Advisory Board had brought under the notice of the Minister that the building at the corner of King and George Streets was about to be pulled down and rebuilt, and the Board thought that the opportunity should be availed of to widen the footway to fifteen feet along the whole of the George Street frontage to the new building, and for about fifteen feet to twenty feet, as might be arranged with the owner, along the King Street frontage. As this was reported to the Minister as being the busiest and most congested corner in Sydney, and the proposed widening would afford much needed relief to the pedestrian traffic, he submitted the suggestion of the Board for the favourable consideration of the Council.

Prior to the receipt of this communication the Lord Mayor had had a conference with the Town Clerk, the City Surveyor, and the City Building Surveyor with regard to an improvement being effected on the occasion of the proposed rebuilding of the premises, and certain preliminary steps had been taken in connection therewith.

The Public Works Department submitted a sketch plan showing square ends, which the City Surveyor strongly condemned as a decided mistake, as such square ends would no doubt be used as a convenience in the late hours. Rounded ends were suggested as an improvement on the proposal submitted by the Department, and it was pointed out that but little improvement could be made to the roadway otherwise than by removing the kerb and leaving a width of fifteen feet at the circle. At this stage it was also observed that the improvement was one which to a large extent would, if carried out, be in the interests of the Railway Commissioners as well as the Council, as representing the public, and therefore a moiety of the cost should be borne by the Government.

Negotiations were entered into by the proprietors and the tenant of the premises with the object of carrying out alterations to the acute angle of the corner of King Street and George Street, but a reply from the solicitors to the proprietors stated that the proprietors had given no instructions either one way or the other, and that as the property in question was not only vested in trustees under several marriage settlements, but was also under long lease to the occupying tenants subject to special building and other covenants, and could not be dealt with by the trustees in the manner suggested. The Works Committee, on receipt of this communication, decided that no further proceedings should be taken with regard to the resumption of the land, but that the owner of the land should be approached to ascertain if some device could not be adopted so as to dispense with the column at the corner.

On the suggestion of the Lord Mayor, who had invariably indicated his desire to carry out improvements of a similar nature whenever opportunity offered in any part of the City, the matter was referred to and considered by the General Purposes Committee, and this Committee decided to obtain a valuation.

In the report which was subsequently received it appeared that the proposal was to throw into the footpath at the junction of King Street and George Street, at their north-eastern corner, a piece of land  $51\frac{1}{2}$  square feet in area running northerly and easterly from the corner about fifteen feet six inches, with a diagonal depth of six feet. The area of the whole block of which this formed a portion comprised about five and a half perches, and a full fair market value would be £28,500, it being under lease for a period of nearly twenty-one years at £1,250 per annum, with a building covenant of £3,000. It will be readily seen that the proposed resumption was about one twenty-eighth of the total area, and as in the judgment of the expert engaged by the Council, the setting back of the building line much in the manner proposed would not only be a benefit to the property, but would in all probability be adopted by any proprietor endeavouring to treat the corner to the best advantage, he considered that £1,000 was full and ample compensation, in addition to the cost of amending building plans already prepared, and the added cost of a rounded front as opposed to a rectangular frontage.

Under the scheme of improvement suggested, the lineal frontage would be reduced by nine feet, *i.e.*, the curve would measure twenty-two feet on the arc, as against thirty-one feet on a rectangular frontage; the actual quantity of the new building, therefore, would be less, but curved glass and brickwork would increase the cost by £250, new plans £100, and costs £50, making in all £400, or £1,400 for the improvement.

After protracted negotiations it was finally determined to resume the land required for the consideration of £1,500, such land to be subsequently dedicated as a portion of King Street and George Street respectively, and the Council to pay the vendor conveyancing costs as fairly chargeable as between vendor and purchaser, and during the course of last year the improvement was carried into effect to the general satisfaction of the public, at a total expenditure of £1,635 13s. 8d.

In contradistinction to the policy pursued by the vendors in this instance, it may be stated to the credit of the Bank of Australasia that the corner of George Street and Martin Place was rounded by the proprietors free of cost.

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### CITY IMPROVEMENTS—MARKET STREET AND ELIZABETH STREET.

The question of widening and improving that portion of Elizabeth Street opposite St. James' Road came under the observation of the Council in the early part of last year, owing to the authorised demolition of certain dilapidated property, the opportunity thus presenting itself for a very necessary public improvement being effected in the locality.

Arrangements were made for a deputation to wait upon the Hon. E. W. O'Sullivan, M.L.A., Minister for Public Works, with the object of ascertaining if the necessary land could be conveyed to the Council. The deputation attended and representations were made accordingly, the deputation being informed that the Minister would consult the Crown Solicitor on the matter as to whether the Minister had the legal power to comply with the request preferred by the deputation.

From a report furnished by the City Surveyor, accompanied by a tracing showing the width of the carriageway of Market Street at its eastern end, it appeared that at Castlepeagh Street the width is forty-five

feet, narrowing down to thirty-six feet at Elizabeth Street, which point, owing to the increasing vehicular traffic via St. James' Road, was rapidly becoming most dangerous and much congested with the traffic. The rounding off of the north-west corner in a form as shown on the tracing would, it was pointed out, give an increased width of fifteen feet at the point of the curve, and effect a very great improvement. In support of the proposed improvement it was urged that as the action of the Tramways Department had in effect rendered it obligatory upon the Council in the interests of public safety to do similar works in many places at the expense of the Council, and it would therefore be a graceful act on the part of the Government to make the improvement suggested. It was also pointed out that the City Council had not been unmindful of the necessity for widening Market Street, as in December, 1880, £1,500 was paid for widening Market Street on the south side, and in June, 1869, the sum of £836 had been expended in widening the north side.

At a subsequent stage a letter was received from the Hon. the Minister for Public Works respecting the suggestion made by the Council that in connection with the Government Buildings at the corner of Elizabeth Street and Market Street, then in course of demolition, a very desirable City improvement might be effected in the locality by cutting off the acute angle at the corner, and thus provide better access for the traffic, and also with reference to the deputation which waited upon the Minister for Public Works in furtherance of the Council's suggestion, whereat the Lord Mayor stated that if the Minister could see his way to give the land, the Council would make all necessary alterations in the kerb line, etc., and to the reply by the Minister to the effect that he would in the first instance obtain the opinion of the Crown Solicitor on the matter as to whether the Minister had the legal power to comply with the request of the deputation, in which letter it was intimated that the Crown Solicitor had advised that in the existing state of the law there was no method of disposing of superfluous lands which have been resumed under the "Land for Public Purposes Acquisition Act," 44 Vic., No. 16. In view of this advising, the Minister regretted that he was unable to vest the corner of the land in the Council as suggested by the Lord Mayor, but he had no objection to the Council having the use of the land on sufferance for the purpose indicated, provided that it was distinctly understood that when the Crown desired to use the land for building or other purposes, the Council would undertake to have the roadway limited to its original width should the Minister so desire.

The Council accepted the offer with alacrity, and the improvement was immediately undertaken and carried out at an expenditure of £92 12s. 5d. for alterations to telegraph lines, removal of posts, etc., new trachyte kerb, tarpaving for footway, woodpaving, street gully, etc.

The improvement upon completion was universally recognised as being one of the most important ever carried out in the City on a small scale, and the Lord Mayor was not slow to express his hearty appreciation of the public-spirited manner in which the Council had been met by the Hon. the Minister for Public Works, an appreciation which the Council unanimously endorsed.

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#### GOLDEN GATE ATHLETIC CLUB.

The condition of the premises known as the Golden Gate Athletic Club in their relation to public safety and the present defective state of the law and impotence of the Council in matters of such public importance,

affecting as they do the responsibility which might devolve upon the City Council, and I submit in a greater degree the State Parliament, as to justify an extended reference to prevailing conditions and the difficulties which beset the City Council at every turn in their efforts to protect the public from possible disaster.

Upwards of three years ago the City Building Surveyor submitted a report, in which it was stated that in his opinion the Boxing Saloon known as the "Golden Gate," situated in George Street, was in such a condition as to be totally unfitted for the purposes for which it was used, and, furthermore, was a menace and a danger to the health of the people attending there, and furthermore advising that action should be taken under the 78th section of the Corporation Act for the purpose of having the same demolished as speedily as possible.

The following items denote some of the leading failings then visible, and to which particular attention was directed :—

1. The walls were partially ruinous and dangerous.
2. The only exit provided was dangerous and inadequate in case of fire or panic.
3. The whole premises were in a filthy and dilapidated state.
4. The flooring was very insanitary, as the joists were partially embedded in the earth and no means of ventilation provided under same.
5. The sanitary conveniences were inadequate and filthy in the extreme.
6. The seating accommodation was of the flimsiest character, and in the opinion of the City Building Surveyor was dangerous to the public, and liable to cause disaster in case of collapse.
7. A portion of premises under seating accommodation was totally excluded from daylight and used as a sleeping apartment, and was in itself totally opposed to the rules of health.

The owners of the building were reported as being the Commercial Building and Investment Company, Limited, 24 Bond Street.

The 78th section of the Corporation Act, now Section 84 of the Corporation Act of 1902, to which reference is made, reads as follows :—

"If any building or wall or anything affixed thereon within the City be deemed by the City Surveyor (who may for that purpose enter upon the premises and examine the same) to be in a ruinous or dangerous state he shall immediately cause a proper hoard or fence to be put up for the protection of passengers and shall cause notice in writing signed by him to be served upon the owner of such building or wall if he be known and resident within the City by leaving the same at his usual place of abode or business and shall also cause such notice to be put on the door or other conspicuous part of the premises or otherwise to be served upon the tenant thereof (if any) by leaving the same on the premises requiring such owner or tenant to take down secure or repair such building wall or other thing as the case may be within a reasonable time to be named in such notice. And if such owner or tenant shall not commence within seven days after



service thereof and complete the work therein required to be done within thirty days to the satisfaction of the said Surveyor he shall if so directed by the Council cause all or so much of such required works as he may deem necessary to be done and all the expenses thereof shall be paid by the owner or tenant, and if after a written demand of such expenses by the Town Clerk such owner or tenant shall neglect or refuse for one month to pay the same the Council shall have authority to enforce payment thereof as in the case of the City rate. Provided always that if the tenant shall be compelled to pay such expenses he may recover the amount against the owner in an action for money paid to his use."

A notice was served on the 25th March, 1901, and on the 27th March, 1901, a letter was received from the manager of the Company, Mr. J. Stuart-Mason, acknowledging receipt, and stating he had been directed to see the Mayor of Sydney on the matter, which was one of great importance to his Company. An interview was arranged accordingly, and although there is no official record of what took place at that interview, it appears that the City Health Officer on the same date visited and inspected the premises, and in his report he stated that he entirely concurred with every statement advanced in the report of the City Building Surveyor, excepting as to the filthiness of the premises, they having been apparently recently cleansed. The City Health Officer concluded by stating that he considered the building as highly insanitary and dangerous, and fit only for demolition. On the 4th April, 1901, the nature of the City Health Officer's report was communicated to the Commercial Building and Investment Company, Limited, with the intimation that having regard to the terms of this report the Mayor had no alternative but to issue instructions that the terms of the notice served upon the Company must be complied with. A letter was forwarded to the Company, under date 16th April, to the effect that the terms of the notice served upon the Company must be complied with, and that with reference to the Company's enquiry regarding the other portion of the Company's block used as a book-seller's shop and printing office, this must remain in abeyance until the hall was removed. To this Mr. J. Stuart-Mason replied on the 17th April, 1901, stating that the matter was of so much importance to the Company that his Board hesitated to take action in the hurry in which it was evidently sought to deal with it. It was further intimated that it appeared to the Board that if the then tenancy were put an end to, the large congregation of people on that part of the premises which it was suggested should be pulled down could no longer take place, and it might be let for other purposes, and then there could be no objection to that part of the premises on the grounds of insanitary conditions. The Board therefore asked that this should be taken into consideration, particularly having regard to the strong probability that the new railway round the City must pass very close to the premises if not through them, and that it was hoped that it would be quite time enough to take action in the matter when the route of the railway in question was decided on. Doubtless it would be seen that the matter was of the greatest importance to the Company, and that if the use to which the premises were then put was terminated there could be no reason for such hurried action as was asked.

The City Surveyor forwarded this letter to the Mayor for consideration or for such action as the Mayor might think necessary in the circumstances, but the City Surveyor stated that he saw no reason to remove from the course provided by statute. The Mayor decided that the action

decided upon should be proceeded with without delay and as lawful, and the City Surveyor issued instructions accordingly. The matter was brought before the Council on the recommendation of the City Surveyor on the 29th May, 1901, the notice having expired, and a letter was forwarded to the Commercial Building and Investment Company, Limited, on the same date to the effect that as the terms of the said notice had not been complied with, it was the intention of the City Council to proceed forthwith with the work at the Company's risk, cost, etc., in accordance with the powers conferred upon them by section 78-9 of the Act 43 Vic., No. 3.

On the 30th May, 1901, a letter was received from Mr. J. Stuart-Mason on behalf of the Company, stating that the City Surveyor's letter of 29th May had been laid before his Board, and they desired to point out that apparently their letter of the 17th April had not been taken into consideration, and requesting that this should be done and a reply forwarded before further action was taken. A further letter dated 5th June, 1901, to the same effect was received from Mr. J. Stuart-Mason, and further intimating that the matter had been before his Board several times lately, and his directors had come to the conclusion that the buildings were not in a dangerous state according to the meaning of the Act 43 Vic., No. 3, sections 78 and 79, and again calling attention to the offer made by the Board to cancel the lease of that part of the premises in George Street referred to which had for some time past been used as a boxing saloon. This offer, it was stated, was made with a view of obviating the cause of complaint against the building on sanitary grounds, but no notice had yet been taken of it. This letter was referred to the City Building Surveyor to report thereon, and the result of an interview which had been arranged between the City Building Surveyor and Messrs. Stuart-Mason and Leibius, representing the Company. On the 10th June, 1901, the City Building Surveyor reported that an interview had been held, and although at first the representatives of the Company were inclined to oppose the action taken by the Council, he pointed out the principal defects, and finally intimated that with regard to these the action taken represented the united opinions of the Council's officers—the City Health Officer, the City Surveyor, and the City Building Surveyor—and were not merely personal. Finally, there seemed to be no objection to the removal of the brick wall in the rear of the saloon, which was the only wall constituted in the "Golden Gate," the flooring, seating ring, and temporary timber rooms erected there. Messrs. Stuart-Mason and Leibius, however, desired the destruction of roofing to be delayed until they had represented to the Council their desires in the matter; the roof itself, as the City Building Surveyor admitted, being in thoroughly good condition. With regard to long entrance passage, their wish was to take up the existing rotten floor, tarpave or concrete the same, and convert that portion into a shooting gallery from George Street. The City Building Surveyor suggested that the premises should be visited by the Works Committee after receipt of the Company's proposal, but recommended that in the meantime a letter should be sent to the Company informing them that the demolition of flooring, seating, partitions, rear brick wall and ring was to be proceeded with.

The City Surveyor expressed concurrence, and referred the matter to the Town Clerk as to the terms of the letter to be forwarded to the Company, to which the Town Clerk replied enquiring that as the matter had been decided upon by the Council, was it desirable to reopen it, and to this enquiry the City Surveyor replied in the negative.

The next step was an invitation for tenders for the purchase and removal of the back wall, ring seating, and all flooring from front to back of the "Golden Gate" to be completed in one week, and for pulling down and stacking material.

A tender was received, and on this the City Surveyor reported, recommending that the tender to pull down and purchase the "Golden Gate" Athletic Hall should be accepted, the prices for the other buildings to be held in abeyance, as the owners of the buildings had moved or were moving in the matter. This recommendation was approved by the Mayor on the 21st June, 1901, the tender accepted, and the departments instructed accordingly.

On the 21st June, 1901, a letter was received from Mr. Stuart-Mason on behalf of the Company with reference to the notice served on the tenant of premises 525A George Street, stating that the matter was receiving the most earnest attention of his Board, and at its next meeting it would be decided whether or not it will be agreed that the whole of the buildings on the land should be pulled down or whether proper rectification shall be made to those parts which were alleged to be insanitary, as suggested by the City Building Surveyor on the 6th June, when the Board met him on the spot. Mr. Stuart-Mason also stated that this could not be a matter which called for the violent hurry in which the City Council appeared to desire to deal with it, as it was plain there was no possible danger to the community either from risk of the buildings falling down or from the alleged insanitariness of part of them, more especially as the Company had offered to at once disallow any further meetings of spectators of any boxing competitions. It was further pointed out that the Board did not admit that there were grounds for pulling down the premises or any part of them, but, as already stated, the matter would be decided at the ensuing Board meeting.

The alleged "violent hurry" comprised the period between 22nd March, 1901, the date upon which the first notice was served, and the 21st June, 1901—a period of three months—whilst the *bona fides* and sincerity of the offer to discontinue meetings of spectators of any boxing competition would have been better exemplified by putting it into practice, even though no formal acceptance of the offer had been made by the Council.

On the letter, the City Building Surveyor reported on 24th June, 1901, that the only suggestion made at the interview referred to came from the Company's representatives, namely, that the roof should remain intact until the Board had had a meeting and forwarded a request to the City Council regarding the same. It was stated by the City Building Surveyor that it was thoroughly understood at that meeting that all other portions of the building should be demolished at once, and the City Building Surveyor very pertinently added, if the Company was anxious to meet the Council's wishes in the matter, why did they not cease the public entertainments? The City Surveyor, in replying, on the 25th June, 1901, to Mr. Stuart-Mason's letter of the 21st June, 1901, stated that *provided* the work agreed upon between Mr. Stuart-Mason and the City Building Surveyor be at once proceeded with, and that it be distinctly understood that no public performances were to be allowed in the building, the matter of removing the whole building might remain in abeyance until 26th June, 1901, the date of the Board meeting.

On the 26th June, 1901, Mr. Stuart-Mason wrote on behalf of the Company intimating that the Board had decided not to make the



alterations as suggested by the City Building Surveyor in his interview with the directors on the 6th June, and the matter was therefore left to the Council to be dealt with. It was, however, to be distinctly understood that any action taken by the Council would be at its own risk and responsibility, as the Company did not admit there was any necessity for pulling down any portion of the premises.

This action amounted to a dishonourable repudiation of the arrangement which had been tacitly agreed to on the 6th June, and evinced an utter disregard and indifference for public safety amounting to callousness.

The City Surveyor advised that the matter should be proceeded with, and the papers were laid before the Mayor on the 27th June, 1901, by whom they were referred to the City Solicitor. On the 29th June, 1901, the City Solicitor reported suggesting the issue of a new notice as regards the wall at the rear, and this was accordingly done on the 5th July, 1901.

No further action appears to have been taken for some time, as there is a blank in the correspondence between the last date mentioned and the 6th September, 1901, on which last-mentioned date a letter was forwarded by the City Surveyor to Mr. Stuart-Mason to the effect that the City Council intended to pull down the wall at the rear of the "Golden Gate." To this intimation a reply was received stating that the Company, under competent advice, was of opinion that the proposed action of the City Council did not lie within the scope of the Act referred to, inasmuch as the wall mentioned is an internal one and did not in any way affect passers-by or the public generally, consequently the Company would hold the Council responsible for damage or loss of rent if the work was proceeded with.

The public safety in the interior of the building, it will be observed, appeared to be a minor consideration compared with the possible loss of rent.

At this stage it was decided to refer the whole question to the City Solicitor for his opinion on the important point raised by the Company. The City Solicitor on the 25th November, 1901, reported that in company with the City Building Surveyor he had inspected the site of the "Golden Gate" and found that the wall in question was an internal wall, and under the circumstances he inclined to the opinion that Section 78 of the Sydney Corporation Act did not apply, and inasmuch as the section did not apply he advised that the Council had under that Act no legal remedy in the matter.

On the 10th October, 1901, the Finance Committee referred the matter to the By-laws Committee, and this Committee instructed the City Solicitor to draft clauses to meet this and similar cases for insertion in the new Corporation Bill, and clauses were drafted accordingly.

In January, 1902, I wrote to the Inspector-General of Police intimating that numerous complaints were being received by the Council concerning the Golden Gate Athletic Club premises, No. 525A George Street, which, it was alleged, were unsuitable for licensed purposes, in view whereof the Inspector-General of Police was requested to take such action in regard to the matter as might appear to him advisable.

On the 21st January, 1902, I received a reply from the Inspector-General of Police covering various reports from police officers. As far back as 2nd June, 1891, eleven years previously, a report was presented to the Licensing Magistrates for the Metropolitan Licensing District by



Inspector Alfred Potter objecting to the renewal of the license held in respect of the "Golden Gate" on the grounds that the premises were very old and neglected, the bedrooms mostly made up of wooden partitions; they were very inconveniently if not dangerously situated, while the urinals were so placed as to become a nuisance when used by visitors to a boxing saloon at the rear, but entered by the front of the hotel. Furthermore, it was reported that a number of young men from all parts frequented the saloon referred to and, by lounging about the pathway in front of the hotel, caused great annoyance to the residents in that locality and the general public.

The Licensing Magistrates refused the license, condemned the place, and declared the other facts to be proved.

Again, Inspector Potter reported on the 21st January, 1902, that about May or June, 1901, the boxing saloon had been closed up, the management of the Club taking other quarters in consequence, as was openly stated, of action taken in regard to its condition by the Mayor and the City Council, but towards the latter end of the year it was re-opened and again put to the purpose of former years. Furthermore, as Inspector Potter then reported, the police had paid attention to it as far as possible, and, as was well known, taken action in respect to intended prize fights, besides keeping order in the locality, owing to the crowds of persons attracted to the place, the police having no other control over it. Again, Inspector Potter, in January, 1902, declared "the premises to be most dilapidated, largely made up of timber and altogether in an insanitary condition, as the officers responsible for such matters must be well aware; indeed, it had been a marvel to Inspector Potter for several years past how such a miserable and, in his opinion, dangerous structure had been allowed to encumber an important site in the City, and also been a source of jeopardy to the property adjoining and surrounding it." This condemnation could not be stronger, but Inspector Potter at the time was not aware that the City Council appeared in effect to be powerless to enforce proper requirements; neither was he aware of the primary consideration—the possible loss of rent which might be entailed if the requirements of the City Council were complied with.

The draft Corporation Bill previously referred to was submitted to the Government in 1902 and again in 1903, but no further progress has been made in connection with it.

In April, 1903, the question of the condition of the premises again came before the Council through the Health Committee, and it was intimated that the premises had again been licensed as an athletic hall. Acting under instructions given by the Health Committee I wrote to the Principal Under Secretary, the late Mr. Critchett Walker, C.M.G., intimating that the matter of the condition of the premises known as the "Golden Gate" Athletic Hall had been before the City Council on several occasions, it being reported by the Council's officers that such premises were highly insanitary and in certain parts in a dangerous condition; but as the Council's powers to compel the necessary remedies to be effected are insufficient, the Council requested that the attention of the Honourable the Premier and the Chief Secretary should be directed to the matter with a view to his considering the advisability of withdrawing the license of the premises as an athletic hall.

To this letter the Principal Under Secretary replied under date 28th April, 1903, that the building referred to was not licensed for theatrical performances.

The correspondence was again referred to the City Solicitor on the 29th April, 1903, for a report as to what action could be taken by the Council to remedy the deplorable state of things which had existed for so many years, and on 3rd June, 1903, the City Solicitor reported that as no additional facts had been disclosed he could only refer to previous reports, adding that provision had been made in the Amending Corporation Bill and also in the Bill to amend the City of Sydney Improvement Act giving the Council full power in regard to matters of the sort.

The Health Committee at this juncture decided to make another appeal to the police, and on the 18th June, 1903, I wrote the Inspector-General of Police thereon, and on the following day he replied in precise terms that the police were powerless to interfere, as the hall was not licensed under the Act for regulating theatres. I subsequently, on 23rd July, 1903, reported on the whole question to the Health Committee, and at the end of the year the position of affairs remained unchanged, the relief which it had been anticipated would have been obtained consequent on the expected passing of the Corporation Amending Bill being as far off as ever it was.

The action taken by the proprietors of the premises referred to is scarcely likely to be regarded as public-spirited or worthy of commendation or emulation. True, the law as it at present stands appears to be in their favour, as it seems the Council cannot interfere with an internal wall, although that wall may be certified as dangerous, as the "Golden Gate" wall has been certified. During the course of the current year the Council may rest assured that no effort will be spared to drastically deal with a building of this character should opportunity occur.

In giving the whole of the facts in my Annual Report I am fully aware that I am adopting a somewhat unusual course, but under the circumstances as detailed I submit that the adoption of that course is fully justified; and that in order to show in the event of a catastrophe occurring—an event within the bounds of possibility and probability—that the City Council will be absolutely free from censure or responsibility, no other course was open or available. There are occasions when the glare of public opinion must be thrown upon certain acts of omission as well as of commission, when the limelight must be unsparingly cast upon those who, for want of a better name, may be termed legalised defaulters, and who, owing to possible "loss of rent" persist in jeopardising the safety of the public, public safety being a minor consideration. Should any catastrophe happen I sincerely hope that the action taken in Chicago last December will be put into operation in Sydney.

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### HAND-BROKEN AND MACHINE-BROKEN METAL.

In reporting on the cost of the metal, and offering opinions on the values of hand-broken as against machine-broken metal, the City Surveyor, on being called upon by the Lord Mayor for an expression of opinion, stated that English authorities differed in their opinions, and on reference to Aitken on "Road Making and Maintenance," one of the most recently published works, it was stated that "Macadam produced by a good

stone-breaking machine may not present such a cuboidal appearance as that produced by hand breaking, but for general purposes it is little inferior in quality. The cost of production, always a determining condition in such matters, is greatly in favour of machine-broken metal."

From experience acquired in the Colonies, the City Surveyor considered that it would be safe to state that a road made with hand-broken metal is not so easily crushed by traffic, and is from twenty-five to thirty per cent. better than one made from machine-broken metal.

The objections to stone breaking by machinery are principally:—

1. More labour can be employed by hand breaking.
2. Hand-broken metal is sharper in fracture, as it is done by a blow, where machine broken is often flakey and to a certain extent shattered.
3. Want of uniformity in the size of the stone.

For the hand breaking of metal the City Surveyor reported that the men should be experienced, as the work was not only hard but required a considerable amount of skill, otherwise it would be impossible for each man to earn more than from 18s. to 25s. per week.

For the purposes of breaking metal for the City of Sydney, depots would be required for the reception and breaking of same, as any attempt to place in the rough state and break in the streets would be quite out of the question. In providing for depots, additional handling would be necessary, as compared with the method of receiving at wharves or railway, and this would mean a considerable increase in cost occasioned thereby.

The cost of spawls compared with metal at wharf or railway would be as follows:—

South Coast Quarries.—Delivered at wharf, spawls, 7s. 6d. per ton; metal, 6s. 6d. per ton.

Prospect Quarries.—Delivered at railway, spawls, 6s. 11d. per ton; metal, 7s. 4d. per ton.

Guildford Quarries.—Delivered at railway, spawls, 6s. 10d. per ton; metal, 7s. 4d. per ton.

Dundas Quarries.—Delivered at railway, spawls, 6s. 9d. per ton; metal, 6s. 6d. per ton.

Emu Plains (boulders).—Delivered at railway, spawls, 6s. 6d. per ton; metal, 8s. per ton.

The following schedule shows the comparative cost of hand and machine broken metal on the street:—

	Cost of Metal.	Cost of Spawls.	Cost of breaking Spawls.	Cartage, say Dowing Street.	Handling Metal.	Extra handling Hand-broken Metal.	Cost of Machine-broken Metal on Street.	Cost of Hand-broken Metal on Street.	Difference in favour of Machine-broken Metal.
SOUTH COAST—									
	6s. 6d.	7s. 6d.	2s. 9d.	2s. 9d.	6d.	3d.	9s. 9d.	13s. 9d.	4s. 0d.
PROSPECT—									
	7s. 4d.	6s. 11d.	3s. 0d.	2s. 9d.	6d.	3d.	10s. 7d.	13s. 5d.	2s. 10d.
GUILDFORD—									
	—	6s. 10d.	3s. 0d.	2s. 9d.	6d.	3d.	—	13s. 1d.	—
EMU PLAINS—									
	8s 0d.	6s. 6d.	4s. 0d.	2s. 9d.	6d.	3d.	11s. 3d.	14s. 0d.	2s. 9d.
DUNDAS—									
	6s. 6d.	6s. 9d.	2s. 9d.	2s. 9d.	6d.	3d.	9s. 9d.	13s. 0d.	3s. 3d.

Should depots be decided upon, then extra cartage must, of course, be added, which would increase the cost of hand-broken metal at least another 9d. per ton.

The cost submitted for breaking boulders from Emu Plains is the minimum, and the City Surveyor thought that it would be unsatisfactory to break boulders unless they were large, and the cost would necessarily be greater than four shillings.

Taking the two most suitable stones for hand-breaking, namely, South Coast and Prospect, with a prospective output of say 30,000 tons until the end of the year, the extra cost to the Council for the hand-broken metal would, as stated by the Lord Mayor to a deputation of unemployed, amount to about £4,500, representing over 9,000 tons of machine-broken metal.

It is the opinion of experts, according to the City Surveyor, that in the breaking of metal by hand, allowing the road is thirty per cent. better and that less rolling is required, there is a loss of 2s. to 2s. 6d. per ton, whereas Aitken, previously quoted, states that the saving on the machine-broken as against hand-broken metal is fifty per cent. In the event of hand-broken metal being at any time decided upon by the Council, a certain amount of delay would be occasioned, apart from an increase in expenditure for maintenance.

With all these pertinent facts taken into careful consideration, the City Surveyor had no alternative but to report against a system of hand breaking of metal for macadamising purposes, and the Council, whilst anxious to render assistance to the deserving unemployed in every possible way, had no alternative but to coincide with the views expressed by the City Surveyor.

It may be added for purposes of comparison that contracts were let by the Council extending over five years—from 1893 to 1897—for machine and hand-broken metal, when the contract prices were—machine, 6s. 7d. per ton, and for hand-broken, 8s. 6d. per ton.

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### QUALITY OF METAL.

On several occasions during the past years observations were made by members of the Works Committee with regard to the quality of metal delivered to the order of the Council, and acting under instructions given by that Committee an investigation was made, the result being that the Committee were advised that the responsibility devolved upon the City Surveyor, and that the City Surveyor held the Clerk of Works responsible for passing all metal received by that department. The City Surveyor, on being called upon, verbally reported to the Lord Mayor that he had made full investigation into the subject matter of complaint, and he was of opinion that the deliveries made had been in accordance with the terms of the specification, which provided for the delivery of smaller metal not exceeding a certain specified percentage.

As a matter of record it may be stated that immediately upon the notification of the arrival of a shipment or of truck of metal, the Superintendent of Assets, acting with my knowledge and concurrence, forwards a note to the Clerk of the Works, and when the carts acting under his direction arrive for metal for certain streets, the Delivery Clerk delivers the quantities accordingly.

In every instance the responsible officer in the City Surveyor's Department has been notified in time and without the slightest delay



for each delivery to be properly inspected and if necessary rejected, and if inferior metal is accepted the responsibility devolved upon the officer of the City Surveyor's Department, upon whom the inspection and subsequent approval or rejection of metal rested, viz., the Clerk of Works. Up to August of last year the Clerk of Works had not seen any reason to reject or disapprove any metal under the conditions of contracts then existing.

At a subsequent stage, owing to repeated complaints which were being made, I was directed by the Works Committee to report whether the metal delivered under the contract with the Emu Gravel and Road Metal Company, Limited, was in accordance with the conditions of the specification, the particular clause being as follows :—

“The metal to be broken so as to pass the gauge in every way, to be neither long, flakey nor flat, but as nearly cubical in form as possible. Rounded edges will in no circumstances be permitted, nor will spawls or clips be received.”

In the course of this enquiry I visited Grosvenor Street on four occasions, once accompanied by the City Surveyor and three times alone. I do not presume to speak from the professional or technical standpoint, leaving that to others who are more competent to express an opinion; but as a layman and having regard to the clause contained in the specification, it was my duty to report to the Committee that in my opinion a considerable portion of the metal delivered was not in accordance with the terms of the specification, and in my judgment such metal should not have been passed on account of its being spherical in form.

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#### STREETS MAINTENANCE—DISTRICT INSPECTORS.

On the 19th May last the Council adopted the several recommendations made by the City Surveyor in the matter of the reorganisation of his department. The report of the City Surveyor is dated 27th May, 1902, and had been fully considered in detail by the General Purposes Committee and also by the Council, and is referred to in detail elsewhere.

One of the recommendations contained in such report was to the effect that the City should be divided into four clearly defined districts for maintenance purposes, and suitable inspectors appointed to supervise the general administration of those districts, subject, of course, to the central authority of the Clerk of Works, acting under the direct control and instructions of the City Surveyor.

The particular paragraph in the report of the City Surveyor relative to the matter reads as follows :—

“Some of the gangers have outgrown their usefulness and do not seem in the first instance to have been chosen for any special qualification or fitness for the work they are in charge of. Smart, active men are required who have had experience on construction works and in handling bodies of men.”

The Council recognised and approved this principle by unanimously endorsing the recommendation of the General Purposes Committee.

On the 22nd June, 1903, the City Surveyor submitted a report to the Staff and Labour Committee that under the terms of the reorganisation scheme, which he pointed out had been adopted by the Council, it would be necessary to appoint three inspectors for the maintenance branch of his department at 12s. per day, and 5s. per week for bicycle

allowance. At this stage the City Surveyor did not make any recommendation as to what action should be taken with regard to making the appointments, or as to suitable men being available within the service, the reason verbally given by him to the Committee for this omission being that the Committee should approach the consideration of the question perfectly free from any suggestion or any recommendation made by him, and without regard to the gangers at present in the service.

On consideration of the report by the Committee, exception was taken with regard to proceeding further with the matter at that juncture, seeing that a report ought to be submitted with respect to available men in the service, and it was accordingly moved that the matter should be referred back to the City Surveyor for a report as to whether he had any men in the service competent to undertake the duties required. This motion was carried without any division being called for, and the report was referred back accordingly, but no immediate action with regard to the reference was taken.

The question came indirectly under the consideration of the Health Committee at their meeting on the 15th July, 1903, the opinion then expressed being that the immediate appointment of streets maintenance inspectors authorised by the Council was necessary as a corollary to efficient cleansing of the City thoroughfares, the adequate supervision of the maintenance branch of the service being, in the opinion of the Committee, an important factor, having an important bearing on the proper cleansing of the City, a subject which at that time was being seriously considered by the Committee with a view to instituting a full enquiry into the system. This opinion found ultimate expression in a resolution to the effect that the Staff and Labour Committee should be requested to proceed forthwith with the appointment of inspectors for the several divisions of the City, in accordance with the decision of the Council. The resolution of the Health Committee was submitted to the Staff and Labour Committee at the earliest opportunity—20th July, 1903, and at the same meeting the City Surveyor, in reply to the reference from the Committee of 22nd June, reported that only one man in his department could be classed as fairly competent for the position of inspector of one of the divisions into which it had been decided to apportion the City, and he recommended that any appointments made should be made on one month's probation only, with a view to testing the qualifications of the men appointed.

This report evoked considerable discussion, and it was alleged during the course of the debate that the City Surveyor was not according fair treatment to the gangers in the maintenance service in submitting such a report, and testimony was volunteered to the efficiency of the gangers who were not included in the City Surveyor's report during the time that Alderman Richards had them under his supervision when occupying the position of City Surveyor.

In order to end a somewhat protracted debate, it was decided that the matter should be referred back to the City Surveyor, with the instruction to submit a further and full report, and as to the ability of the men already employed at the work.

In compliance with the terms of this reference, the City Surveyor forwarded a further report, under date 24th August, 1903, in which it was stated that the present staff, with the exception of one, do not fill their positions with that satisfaction which should characterise the work they perform. The City Surveyor, at the same time, submitted an

excerpt from a report furnished to him by the Clerk of Works on the services and qualifications of the gangers in the maintenance branch. The excerpt is as follows :—

“ FITZGERALD.—Energetic, careful, and shows ability in carrying out different kinds of roadwork. He is a licensed drainer. Appointed 13th October, 1900. Do not know by whom recommended.”

“ LAWLER.—Many years' experience as a ganger on different kinds of roads and other works, and has satisfactorily sheeted with metal several streets. Requires more supervising energy to work his district to advantage. Appointed 13th October, 1900. Do not know by whom recommended.”

“ STACEY.—Has had a lengthy experience in the supervising of gangs of men in different kinds of work, and has supervised the metalling of a few streets satisfactorily. Should be more energetic to take charge of a district. Appointed 5th March, 1901. Do not know by whom recommended.”

The City Surveyor furthermore pointed out that, in his opinion, an opinion justified by experience, it is absolutely necessary that the gangers in the maintenance department should be mounted on bicycles, so that constant supervision may be the order of the day. Incidental to this, it may be stated that the streets mileage of the City approximates to 112 miles, and to cover this ground appropriate means of locomotion and rapid transit is imperative.

Two of the present gangers are reported as being quite unfit for speedy locomotion, and consequently on this ground alone they are not qualified to undertake the duties, and, furthermore, they have not had experience in the various classes of work the inspectors to be appointed would be called upon to perform. Again, the City Surveyor stated that he was desirous of giving the maintenance gangers credit for their past services—services rendered prior to his taking charge of the maintenance branch of the service ; but he entertained the opinion that overseers who are “ hail fellow well met ” with each of the employees during the working hours of the service are not calculated to exercise supervision of the highest order, or to cultivate much needed discipline in the service ; and he repeated his former recommendation that the four appointments to be made should only be made on probation for, say, one month, after which the appointment could be confirmed or otherwise after a report to be submitted by the City Surveyor on their respective capabilities.

A return was appended to the report, showing that the gangers had been absent on sick leave since 1st January, 1902, as follows :—

Ganger Stacey.—8th July to 5th August, 1902	..	28 days
9th October to 17th October, 1902	..	10 days
11th November, 1902	..	1 day
19th November to 25th November, 1902	..	7 days
7th July to 5th August, 1903	..	29 days
	Total	75 days
Ganger Fitzgerald.—20th June, 1903	Total	½ day
Ganger Lawler.—3rd January, 1902, to 9th February, 1902	..	37 days
17th March to 13th April, 1902	..	27 days
	Total	64 days

This report was submitted to the Staff and Labour Committee at their meeting on the 28th August, 1903, when it was urged that the Committee should proceed to take the preliminary steps to carry out the resolution of the Council by advertising immediately for competent gangers or inspectors. It was finally resolved, without any division being called for, that the matter of making the appointments stand over pending completion of the special enquiry by the Health Committee on street cleansing, which Committee had been authorised to act in that capacity at a previous meeting of the Council, and that the report of the City Surveyor should be forwarded to the Special Enquiry Committee.

This resolution of the Committee was reported to Council and confirmed at the meeting held 8th September, 1903, and with all previous papers, accompanied by the report of the City Surveyor, submitted by me to the Special Enquiry Committee in the matter of City cleansing.

No action has since been taken with regard to these suggested appointments, and to give effect to the Council's resolution.

Immediately, however, the appointments of divisional inspectors in the cleansing branch of the service have been made, it is my intention to ask the Finance Committee to take definite action, with the object of the Council's resolution being carried out or rescinded.

Personally, I consider the course recommended by the City Surveyor the only proper course to pursue, as if the streets maintenance branch of the service has to be properly attended, efficient and active divisional or district inspectors must be appointed.

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### STREETS MAINTENANCE.

The Finance Committee, in October last, on my recommendation, gave instructions for a special report to be prepared in relation to the expenditure which was constantly being incurred under the head of streets maintenance without any direct authority from the Council for such expenditure being first had and obtained.

At my request the General Auditor, Mr. Dougan, prepared and furnished the following statement showing the amount of expenditure on Streets Maintenance Works under votes of Council on the recommendation of the Works Committee, and without any vote of Council, from 1st January, 1903, to 30th September, 1903 :—

Ward.	Expenditure Under Votes.			Expenditure Without Votes.			Proportion of Expenditure City Generally Without Votes.			Total Expenditure.		
	£	s.	d.	£	s.	d.	£	s.	d.	£	s.	d.
Belmore ..	1,462	14	6	204	15	9	233	15	0	1,903	5	3
Bligh ..	1,522	2	3	148	8	8	237	15	0	1,908	5	11
Bourke ..	464	11	10	64	10	2	73	3	8	602	5	8
Cook ..	1,505	10	3	109	17	7	228	15	0	1,844	2	10
Denison ..	1,287	0	3	198	10	10	209	15	0	1,695	6	1
Fitzroy ..	1,686	10	5	136	10	2	257	15	0	2,080	15	7
Flinders ..	3,265	9	11	206	19	0	491	10	0	3,963	18	11
Gipps ..	1,646	0	11	95	7	3	246	15	0	1,982	3	8
Lang ..	1,414	15	4	326	16	1	246	15	0	1,988	6	5
Macquarie ..	413	0	2	130	1	11	74	15	0	617	17	1
Phillip ..	1,257	12	8	302	18	9	219	15	0	1,780	6	5
Pymont ..	1,752	14	3	366	18	9	316	0	0	2,435	13	0
<b>Total</b>	<b>£17,678</b>	<b>2</b>	<b>9</b>	<b>£2,291</b>	<b>14</b>	<b>11</b>	<b>£2,838</b>	<b>8</b>	<b>8</b>	<b>£22,808</b>	<b>6</b>	<b>4</b>



At this point it should be explained that the sum of £2,838 8s. 8d., the proportion of the expenditure relating to the City generally and allocated on an equitable basis to each Ward, comprised the following items :—

Holiday, Sick Pay	..	..	..	..	£483	17	2
Wages—							
Overseers	..	..	..	£351	1	6	
Lamplighters	..	..	..	188	12	9	
Watcher	..	..	..	263	3	9	
Delivery Clerks, etc.	..	..	..	219	14	6	
							1,022 12 6
Carting Metal to Stack, Stacking, and Work in Depot				622	9	11	
Repairs, Road Rollers, etc.	..	..	..	62	15	9	
Sundry Work in Depot, Wages	..	..	..	184	2	10	
Salaries	..	..	..	306	0	10	
Sundry Services	..	..	..	38	14	4	
Total	..	..	..	£2,838	8	8	

The foregoing expenditure was applicable to the City as a whole, and the apportionment to each Ward was made on the basis of the total expenditure under votes and without votes in respect of each Ward. The expenditure without votes, that is, without any specific or direct vote, under these several items was in regular order and received approval in due course.

With regard to expenditure without votes, in respect of streets maintenance, I had occasion in my Annual Report last year to direct special attention to what must be recognised as an important matter, and to the apparent want of control which has hitherto existed with regard to the expenditure incurred under the head mentioned.

Maintenance expenditure is not covered by any specific vote authorising the carrying out of the work, although it is acknowledged that to some extent the amount or portion of the amount may have been provided for in the annual estimates, and, as already stated, there has never been any specific vote for any maintenance works which have been undertaken, it necessarily follows that such works have never been authorised or sanctioned by Council.

In my judgment this system is wrong radically, and cannot be sustained by any amount of special pleading. I submit that the mere fact of the money being provided in the estimates is no warrant or justification for the expenditure of that money without authority, and that no part of the estimated expenditure ought to be expended except in cases of actual and urgent necessity, when in such cases temporary authority could easily be obtained from the Lord Mayor, to be reported to and confirmed by the Committee controlling the expenditure, without a vote of the Council.

On carefully reconsidering the question in all its bearings, I again reported that I saw no reason to vary or depart from the recommendations contained in my previous report, namely, that suitable provision for what is known as maintenance must be made in the estimates each year, and that it must be clearly defined and be shown quite apart from the estimates for street metalling in which it is now included, and a proper amount apportioned to each Ward; and furthermore, in order that a proper

check may be maintained and unauthorised expenditure effectually stopped, a certain specified sum should be allocated for maintenance purposes from meeting to meeting.

I had already pointed out on previous occasions that difficulties would no doubt appear, and objection possibly be taken to the suggestion made, but I did not anticipate any difficulty nor objection if regularity was maintained in making application for votes on account in anticipation. The whole thing really depended on this regularity being maintained. Again, it must be remembered that the Lord Mayor is always available and can always be consulted, and the necessary covering authority obtained for expenditure to meet cases of sudden emergency; but, with all due respect to my colleagues, I felt it my duty to lay particular stress on the point that on the general question of principle no head of a department should be permitted to incur expenditure apart from or independent of the controlling and directing authority of the Council. Personally, in my municipal career, I have without exception attached considerable importance to the necessity for obtaining votes of Council authorising expenditure to be incurred as being the only proper method to secure and maintain efficient control, and I am surprised that the Government Auditors have not drawn attention to the irregular and slipshod system which existed.

From the return submitted it will be seen that a sum of £2,291 14s. 11d. had at 30th September last already been expended in connection with streets maintenance without a vote of the Council being first obtained. Votes of a very minor character are frequently passed by Council, and it often happens that work of considerable cost is carried out without a vote under the head of streets maintenance. The City Treasurer, the General Auditor, and the Superintendent of Corporation Assets, the officers directly interested either in verifying and certifying expenditure or supplying materials required, coincided with the views embodied in the report presented by me, and agreed that it was desirable that a regulation should be framed and formulated for the guidance of all officers concerned, setting forth the amount that may be expended on any given maintenance work in any given Ward without a vote of Council, and not only that such a regulation should be framed but rigidly adhered to. The General Auditor was strongly of opinion that his weekly check and control of the expenditure under votes would be much more satisfactory than it was previously.

In the event of the Committee not agreeing to the suggestion just made, two alternatives were submitted for consideration—first, that a return of all work carried out under streets maintenance without vote should be prepared and submitted each fortnight to each Committee whose estimates are affected by the expenditure for a confirming covering vote, and thus justify the General Auditor in his official check; or, secondly, that the work sheets as compiled by the Paymaster acting for the City Treasurer be laid before the Committee each fortnight. These sheets show at a glance all the work which has been performed, giving ward, street, nature of work and amount expended, and whether covered by a vote or carried out under the head of maintenance. The Committee would, in the event of either of these suggested alternatives being adopted, have a complete and accurate knowledge of all works carried on and the cost thereof. The City Surveyor, it may be stated, entertained the opinion that the best method would be for a report to be submitted fortnightly to the proper Committee showing the expenditure incurred under the head of streets maintenance without vote during

the preceding fortnight, and this would meet with the concurrence of the General Auditor, though on the principle generally the authorising vote should take precedence of the expenditure being incurred, and not afterwards except in cases of extreme urgency.

The matter had been before the Committee in March, 1903, on which occasion the City Surveyor reported that in his opinion ten pounds should be the maximum amount up to which maintenance works might be executed without vote, as a smaller amount would probably have the effect of impeding the execution of repairs by delay, which repairs, it is freely admitted, are urgently needed and oftentimes dangerous; but, again, as has already been pointed out, cases of this character can be effectively and promptly dealt with by the Lord Mayor pending the meeting of the Committee affected. The Committee did not approve of the suggestion then made by the City Surveyor, and nothing further was done in the matter.

In view of the importance of the matter, the attention of the Committee was again directed to it with the object of approving one of the suggestions.

On consideration, the Finance Committee decided to recommend that the sum to be allocated for maintenance should not exceed one-tenth of the amount of the Ward estimates for the year, and that fortnightly returns should be submitted and approved in anticipation of requirements. This recommendation was subsequently approved and confirmed by Council, and since the new system came into operation there has been no cause for complaint.

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### TAR DISTILLATION PLANT.

The desirability of providing a suitable tar distillation plant for use in the Streets Maintenance Department has on many occasions been under the consideration of the Council during the past year, and matters have made such progress that it is anticipated a contract will be let during the current year.

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### STREET WATERING.

In September, 1902, a conference took place between the Lord Mayor, the Town Clerk, and the City Surveyor, as representing the Council, and Mr. H. McLachlan, Secretary to the Railway Commissioners, Mr. Kneeshaw, Manager of the Tramways Department, and Mr. Cowdery, of that Department, with reference to arriving at a mutual agreement that the Council should assist the Tramways Department by supplying salt water for use on the main trunk lines in the suburbs, and increasing the width of the water spread of the tramway sprinklers so as to lay the dust over the width of the roads along which tramcars passed.

At this conference the Lord Mayor stated that he was very anxious, in view of the failure of the fresh water supply, to arrange for the watering of the streets by salt water, and he hoped that the Railway Commissioners would join him in doing what they could to meet the convenience of the citizens in regard to the relief that would be afforded by the watering of the streets with salt water. The Council, it was pointed out, would do their utmost to supply the department with water required, and

would be prepared to act in the most liberal manner. At the same time it was fully understood that the water the Railway Commissioners might take might be for other municipalities than the City, but the Council would not act in any illiberal way, and would, as far as possible, endeavour to supply the department with any salt water that might be required for the watering of the tram routes not only within the City, but also to municipalities outside.

The Council, it was further stated, had pumping plants at Woolloomooloo and Johnstone's Bay, and they would be prepared to supply water at Darlinghurst, and, if the Commissioners had tanks available, at the tramways sidings opposite the Cyclorama. The tanks could be filled overnight, and afterwards arrangements could be made to have, say, 4000 gallons per hour available at Darlinghurst, or the same quantity at the Botany Bay Road sidings, and the Council also contemplated the establishment of pumping plant at Dawes Point, where an additional 4000 gallons per hour would be available. What the Council asked in return was that the Commissioners would water two or three times a day the tram tracks within the City, as it was recognised this would afford a great relief in the matter of street watering generally. The suggestions made by the Lord Mayor were fully discussed, and, subject to the concurrence of the Railway Commissioners, it was agreed that a trial should be made with watering the tracks from the City Council supply. Mr. Kneeshaw intimated that he would require to try the matter, as the watering might be found to be inconvenient in regard to passing vehicles. On behalf of the department it was intimated that the supplies which it was stated would be available would meet the requirements of the Commissioners.

With regard to the watering of George Street, Pitt Street, and Castlereagh Street, it was stated on behalf of the Commissioners that the service would require to be done by an electric watering tank, and this would be ready for trial, it was anticipated, during the week following the interview, that is to say, about the 1st October, 1902.

It was also pointed out by the Lord Mayor that it was under consideration to work the new pumping station at Dawes Point by electrical energy, if it could be supplied more cheaply than steam power, and it was thereupon intimated that the Railway Commissioners would be agreeable to supply power at about the price which it cost them.

The Lord Mayor asked that the Commissioners would arrange as early as possible to take the matter in hand so far as the watering of the tracks was concerned, the Council supplying the water, and further stated that if the Council subsequently decided to work by electrical energy they would again communicate with the Commissioners.

A minute on the lines suggested was prepared and confirmed by and on behalf of both parties, and this minute clearly shows that the watering of George Street, Pitt Street, and Castlereagh Street was included in and formed part of the arrangement entered into in September, 1902, and in July last year it was a matter of great surprise to be informed after a lapse of more than nine months that the Railway Commissioners were not prepared to incur the expenditure which the carrying out of the arrangements would entail.

The City Surveyor reported that so far as the City Council was concerned the arrangement made with the Tramways Department had been



carried out in every particular at considerable expense, and frequently at much inconvenience to departments of the Council requiring water, particularly in the case of the Fish Markets.

It may be stated that on fine days 35,000 gallons of salt water were supplied per day to the Tramway Department, with an occasional 10,000 gallons at night.

Having regard, therefore, to the intimation received from the Railway Commissioners, I had no alternative but to recommend that the arrangement be discontinued, and that the Railway Commissioners be informed that owing to their failure to carry out their part of the agreement the Council would not be prepared to supply them with salt water, as the Council had been doing during the previous eight or nine months.

In a subsequent interview which I had with Mr. Kneeshaw and Mr. Cowdery in relation to the subject, it appeared that some misunderstanding had taken place, as the Tramways Department were desirous of carrying out the arrangement in its entirety. Indeed, so far as the Department was concerned they were not aware that any departure had been made by them from the conditions originally entered into.

A further conference was arranged with a view to the arrangement being made by which the supply of salt water which was suddenly withdrawn could be restored, and arrangements made to water portions of George Street and Pitt Street with salt water.

At this interview it was stated by Mr. Kneeshaw that in the event of the Council being in a position to supply 92,000 gallons of salt water per day, the Tramways Department would be glad to avail themselves of that quantity; but having regard to the fact that this quantity might be more than the Council could conveniently spare, it was suggested that in the event of the Council agreeing to supply from 45,000 to 50,000 gallons of salt water per day for use in the suburbs, the department would undertake as an equivalent to water Pitt Street, Castlereagh Street, and George Street with fresh water, and to make three trips per day, say about eight and eleven o'clock in the morning and three in the afternoon, over each of the streets named whilst this arrangement if approved continued in force; the then existing arrangement whereby five trips per day were undertaken in watering Cleveland Street, four in Elizabeth Street, and three in Crown Street and five in George Street West to continue without variation. The City Surveyor went very carefully into the matter and reported that the suggestion was a fair one to both parties, and we made a recommendation to the Lord Mayor that the suggested arrangement should be approved conditionally upon it being terminable at any time by either party giving the other one week's notice. The recommendation was confirmed and approved by the Lord Mayor, and subsequently confirmed by the Railway Commissioners, and afterwards approved and adopted by the Health Committee and the Council.

The service was brought into operation immediately afterwards and has continued without intermission, the Tramways Department loyally and regularly carrying out their part of the arrangement.

Whilst it is greatly regretted that any misunderstanding should have arisen, I am glad to state that Mr. McLachlan, Secretary to the Railway Commissioners, and Mr. Kneeshaw, Manager of the Tramways Department, met the Council in the most friendly and business-like manner.

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## STREET WATERING—DISTRIBUTING AREAS.

Acting on the suggestion of the Lord Mayor, a change in the method of distributing street watering carts was instituted during the past year, a system of blocks being mapped out and a carter placed on each, so that responsibility for carelessness or neglect on the part of the workman could be more easily located. The system had been found very useful in practice. The following description of the blocks is submitted as a matter of record :—

1. Commencing at western building line of Fort Street (lower) at Parbury Lane, thence by that lane to the waters of Darling Harbour, thence by the waters of Darling Harbour to the south building line of Margaret Street, thence by that building line to the western building line of George Street, thence by the building line to the commencement.

2. The whole length of Castlereagh and Elizabeth Streets, from Liverpool to Hunter Streets, provides one section.

3. Commencing at the intersection of the western building line of George Street with the southern building line of Margaret Street, thence by the southern building line of Margaret Street to the waters of Darling Harbour, thence by the waters of Darling Harbour to the southern building line of Liverpool Street, thence by that building line to the western building line of George Street, thence by the western building line of George Street to the point of commencement.

4. Commencing at the intersection of the western building line of George Street with the south building line of Liverpool Street, thence by the southern building line of Liverpool Street to the western building line of Harbour Street, thence by that building line to the north building line of Pier Street, thence by that building line to the east building line of Hay Street, thence by that building line northerly and westerly to the railway line, thence by the railway line southerly to the north building line of George Street, thence by the building line of George Street to the point of commencement.

5. Commencing at the intersection of southern building line of George Street West and the east building line of Newtown Road, thence by that building line of Newtown Road to the centre of Cleveland Street, thence by the centre of Cleveland Street to the east building line of Regent Street, thence by that building line to the south building line of George Street West, thence by the south building line of George Street West to the point of commencement.

6. Commencing at the intersection of the northern building line of William Henry Street and the production of a line being the centre of Bay Street, thence by the centre of Bay Street to the production of the north building line of George Street West, thence by the north building line of George Street West to the railway line, thence by the railway line to the north building line of William Henry Street, thence by the building line of that street to the point of commencement.

7. Commencing at the intersection of the north building line of William Henry Street with the City boundary, thence by the City boundary to the building line of Wattle Street, thence by the west building line of Wattle Street to the south building line of Pyrmont Bridge Road, thence by the building line of Pyrmont Bridge Road to the Darling Harbour Railway, thence by the western boundary of that railway to the north building line of William Henry Street, thence by that building line to the point of commencement.

8. Commencing at the intersection of the northern building line of Pymont Bridge Road and the waters of Blackwattle Cove, thence by the waters of Blackwattle Cove, Johnstone's Bay and Darling Harbour to where it meets the southern building line of Union Street, thence by the northern building line of Union Street and Pymont Bridge Road to the point of commencement.

9. Commencing at the intersection of north building line of Bond Street and the east building line of George Street, thence by that building line of George Street to the building line of Queen Street and thence by the south building line to Queen Street and Alfred Street to the west building line of Macquarie Street, thence by the western building line of Macquarie Street to Circular Quay, thence by a line easterly crossing Macquarie Street to the east building line of that street, thence by the east building line of Macquarie Street to the production of the north-east building line of Bent Street, thence by that building line of Bent Street and the western building line of Spring Street and northern building line of Bond Street to the point of commencement.

10. Commencing at the intersection of the southern building line of King Street with the east building line of George Street, thence by the eastern building line of George Street to the north building line of Bond Street, thence by that building line of Bond Street and the building lines of Spring Street and Bent Street to the east building line of Macquarie Street, thence by the east building line of Macquarie Street to the north building line of King Street, thence by the north building line of King Street to the south building line of King Street at St. James' Church, thence by that south building line of King Street to the point of commencement.

11. Commencing at the intersection of the south building line of King Street and the east building line of George Street, thence by the east building line of George Street to the north building line of Liverpool Street, thence by that building line of Liverpool Street to the western building line of Castlereagh Street, thence by that building line of Castlereagh Street to the south building line of King Street, thence by the south building line of King Street to the point of commencement.

12. Commencing at the intersection of the north building line of Liverpool Street with the east building line of George Street, thence by the east building line of George Street to Pitt Street, thence by the east building line of Pitt Street to the south building line of Hay Street, thence by the south building line of Hay Street to the east building line of Castlereagh Street, thence by the east building line of Castlereagh Street to the north building line of Liverpool Street, thence by that building line of Liverpool Street to the point of commencement.

13. Commencing at the intersection of south building line of William Street with the west building line of College Street, thence by that south building line of William Street to the western building line of Yurong Street, thence by a straight line to the intersection of the north building line of Woolloomooloo Street to the western building line of Riley Street, thence by the north building line of Woolloomooloo Street, St. Mary's Road, Albert Street, the Queen's Statue, and St. James' Road to Elizabeth Street, thence by the northern and eastern boundaries of Hyde Park (being the western building line of College Street) to the point of commencement.



14. Commencing at the intersection of the east building line of Dowling Street with the north building line of William Street, thence by that building line of Dowling Street to Cowper Wharf (northern side), thence by that side of Cowper Wharf to the western boundary of Lincoln Crescent, thence by the western boundary of Lincoln and Sir John Young's Crescents to the north building line of Woolloomooloo Street, thence by a straight line to the intersection of the east building line of Boomerang Street and the north building line of William Street, thence by that north building line of William Street to the point of commencement.

15. Commencing at the intersection of the east building line of Dowling Street with the north building line of William Street, thence by that building line of William Street to the east building line of Victoria Street, thence by the east building line of Victoria Street and south building line of Bayswater Road to Upper William Street South, thence by the north building line of Bayswater Road to the City boundary at Bentley's Bridge, thence by that creek to the southern boundary of Rushcutter's Bay Park, thence by the southern, western, and northern boundaries of that Park to the waters of Port Jackson, thence by the waters of Port Jackson to the property of the Sydney Harbour Trust, thence by that property to the northern side of Challis Street, thence by that side of Challis Street to the east building line of Dowling Street, thence by the east building line of Dowling Street to the point of commencement.

16. Commencing at the intersection of the southern building line of William Street with the east building line of Bourke Street, thence by that building line of William Street to the western side of College Street, thence by that side of College Street to the production of the south building line of Liverpool Street, thence by that building line of Liverpool Street to the east building line of Bourke Street, thence by that building line of Bourke Street to the point of commencement.

17. Commencing at the intersection of south building line of William Street with the east building line of Bourke Street, thence by that building line of Bourke Street to the south building line of Liverpool Street to the north-east building line of Oxford Street, thence by that building line of Oxford Street to the west building line of Darlinghurst Road, thence by that building line of Darlinghurst Road to the south building line of William Street, thence by that building line of William Street to the point of commencement.

18. Commencing at the intersection of the production of the west building line of Darlinghurst Road with the south building line of Oxford Street, thence by that building line of Oxford Street to Great Barcom Street, thence by the western building line of Great Barcom Street to the production of the south building line of Boundary Street, thence by the southern and eastern building lines of Boundary Street to Liverpool Street, thence by the Rushcutter's Bay Creek to the northern building line of Bayswater Road, thence by that north building line of Bayswater Road to Roslyn Street, thence by the south boundary of Bayswater Road to the east building line of Victoria Street, thence to a point being the intersection of the south building line of William Street with the western building line of Darlinghurst Road, thence by that building line of Darlinghurst Road to the point of commencement.

19. Commencing at the intersection of the south building line of Liverpool Street and west building line of Elizabeth Street, thence by that building line of Elizabeth Street to the northern building line of



Reservoir Street, thence by that building line of Reservoir Street to the western building line of Crown Street, thence by that building line of Crown Street to the south building line of Oxford Street, thence by that building line of Oxford Street to the point of commencement.

20. Commencing at the intersection of the south building line of Oxford Street with the east building line of Crown Street, thence by that building line of Crown Street to the south building line of Fitzroy Street, thence by that building line of Fitzroy Street to the southern side of Park Road where it meets the production of the east building line of Green's Road, thence by the east building line of Green's Road to the City boundary, thence by that boundary to the intersection of the centre lines of Flinders Street and Dowling Street, thence by the centre of Dowling Street to the south building line of Oxford Street, thence by the south building line of Oxford Street to the point of commencement.

21. Commencing at the intersection of the west building line of Elizabeth Street with the production of the north building line of Reservoir Street, thence by that building line of Elizabeth Street to the north building line of Foveaux Street, thence by that north building line of Foveaux Street to the west building line of Crown Street, thence by that building line of Crown Street to the north building line of Reservoir Street, thence by that building line of Reservoir Street to the point of commencement.

22. Commencing at the intersection of the west building line of Elizabeth Street with the production of the north building line of Foveaux Street, thence by the building line of Elizabeth Street to the south building line of Devonshire Street, thence by that building line of Devonshire Street to the west building line of Crown Street, thence by that building line of Crown Street to the north building line of Foveaux Street, thence by that building line of Foveaux Street to the point of commencement.

23. Commencing at the intersection of the south building line of Fitzroy Street with the east building line of Crown Street, thence by the east building line of Crown Street to the south building line of Cleveland Street, thence by that building line of Cleveland Street to the east building line of Dowling Street, thence by that building line of Dowling Street to the south building line of Fitzroy Street, thence by that building line of Fitzroy Street to the point of commencement.

24. Commencing at the intersection of the south building line of Devonshire Street and the west building line of Crown Street, thence by that building line of Devonshire Street to the western building line of Castlereagh Street, thence by that building line of Castlereagh Street to the centre of Cleveland Street, thence by the centre of Cleveland Street to the western building line of Crown Street, thence by the western building line of Crown Street to the point of commencement.

25. George Street, from Harris Street to Dawes' Point Square, provides another section.

Owing to the increase in the distributing plant for street watering purposes, a re-arrangement of blocks will be necessary, reducing the area but increasing the number.

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## STREET WATERING—DISTRIBUTING PLANT.

The effective strength of the street watering distributing plant was increased during the past year by two large four-wheeled iron tank waggons, one capable of carrying 700 gallons and the other 400 gallons. These watering vans are known as the "Improved Willacy," manufactured by Messrs. William Glover & Sons, of Warwick, and were obtained by way of experiment. They are fitted with revolving discs, and are admitted to be a great improvement on the old barrels. The larger van has been found very useful when used in George Street, which can be well watered and flushed with two trips. In practice the City Surveyor has found that owing to the heavy vehicular and tram traffic it has been impossible for one man to manage the large cart in the City proper, and a boy was detailed off to render necessary assistance. The cost of working the large cart with one man and two horses amounts to £6 per week, and the cost of the boy 12s. 6d. per week, making a total of £6 12s. 6d. per week. Allowing that this van will only do what two of the ordinary barrels does, then there is an additional expense of 6s. 6d. per week; but the City Surveyor has reported that he is satisfied the large van does more in quality and quantity than the two carts, and therefore the experiment may be considered satisfactory. The two vans are now worked on level streets where hydrants are convenient, thereby preventing loss of time and ensuring a maximum amount of work.

Tenders have been called for supplying eight additional waggons with revolving discs, each capable of carrying 300 gallons, and five old barrel carts have been repaired, which will give a full strength of thirty-seven carts, the present plant consisting of twenty-two barrels and two vans.

The expenditure on street watering last year amounted to £5,536 17s. 6d., the estimated expenditure being £4,900.

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## SPECIAL ENQUIRY—DUST NUISANCE AND CITY CLEANSING.

In pursuance of authority given by resolution at a meeting held 28th July, 1903, viz., "To enquire into the question of the Dust Nuisance and an Efficient System of Street Cleansing, and bring up recommendations to the Council," the Special Enquiry Committee which was appointed submitted a report to the following effect :—

From a careful study of the mass of evidence taken on the subject, the Committee stated that they were convinced that the dust nuisance, which had given rise to so much complaint from the citizens, could be ascribed to easily preventable causes—to a large extent, at least. The main factors were (1) the quality of the material used in road construction and maintenance; (2) shortage in supply of water for sprinkling and flushing purposes, and (3) inefficiency in the system of the Cleansing Department, the distinguishing feature of which appeared to be lack of proper control over the labouring staff, to which might be added the difficulties arising from divided authority as regards those streets through which the tram lines extend.

The Committee experienced no difficulty in coming to the conclusion that one of the chief causes of the dirty state of the streets and the dust nuisance generally could be attributed to the class of material used in roadmaking. In their opinion it appeared that at no time had due consideration been given to the best quality of metal procurable. It might

have been of the proper gauge, but had certainly not been uniform in quality, nor up to the standard required where such heavy traffic had to be carried. It had been reported to the Committee on the very best authority that most of the City streets in the past had been constructed of metal in a more or less decomposed state, which was speedily ground to powder, becoming mud so soon as rain falls. This was a matter of common knowledge, hundreds of tons of mud having been carted from the streets after rain. In this direction the remedy was obvious, and the Committee stated that no delay should take place in securing an adequate supply of the very best possible material for the renewal and maintenance of macadamised streets.

With reference to the question of street watering and flushing, the Committee could not overlook the fact that the State had just passed through a period of unprecedented drought, which not only shortened the supply of water for street purposes, but for more than a year prevented the use of fresh water altogether. It therefore became necessary to employ sea water, and some difficulty occurred here, as the old mains were not easily found. Meanwhile the continued dry weather had told upon the streets, and when a supply was obtained the number of carts was found to be insufficient to cope with the work. It appeared that up to June 9th, 1902, only fifteen carts were working with salt water; from that date to 21st June fifteen carts were putting out eighty-four loads per day, and from 23rd June twenty carts were putting out an average of nine loads each, or one hundred and eighty loads per day. During the enquiry twenty-three carts were constantly employed, with an output per day of twenty-five loads each. This large increase was brought about by the number of hydrants in use, they having been increased from two in September, 1902, to forty-two at the close of the enquiry, and the number of carts continued to be increased.

With respect to the woodblocked streets, of which the Council at that time had over eighteen miles, much difficulty had been experienced on account of the want of night flushing, which had been delayed, and although watering was done by carts, and it had been found impossible without flushing to keep down the fine dust, much of which comes from the tramlines and footpaths. Another source of trouble on the wood-paved streets is the practice of sanding in damp or wet weather, as the roads dry rapidly and the sand is then blown about, and into the shops and stores, of which serious complaint is constantly being made by tradespeople. One remedy for this had been suggested in the employment of a mixture of fine topping and distilled tar as a coating for the woodpaved streets, which it was believed would not only afford surer footing for horses, but would actually preserve the roads, resist the action of water, and prevent the swelling of the blocks, and consequent pressure upon kerbing.

In connection with the system of working the Cleansing Department, the Committee were of the opinion that while the staff, with, perhaps, some exceptions, was fairly efficient, the controlling authority did not appear to be up to the standard necessary to supervise such important work, and certain changes were proposed to bring about improvement in these conditions. In this connection also it may be noted with respect to the cleansing of woodpaved streets, the staff of blockboys was considered an important factor. It numbered over one hundred at the time of the enquiry, and when all the streets in course of wood-paving were completed it appeared to the Committee that it would be necessary to increase the number of blockboys considerably. The



evidence taken showed that much trouble had been experienced in keeping these boys to their duty, and it would therefore be necessary to devise an improved method of control.

On the subject of divided authority over the streets where tramlines are laid, the Committee found that the difficulties already noted in the matter of dealing with dust nuisance were considerably increased as a direct result of such dual authority, the tramway men coming along *after* the Corporation labourers had concluded their work, and making the streets dusty and dirty again. As regards the macadamised streets the material used by the Railway Commissioners was open to the same objection as that already advanced with respect to the metal employed hitherto by the City authorities, and some arrangement, the Committee considered, should certainly be made to secure uniformity in the quality of the material employed in the work of construction and maintenance. With respect to the streets generally used by the Railway Commissioners, the Committee desired to acknowledge that the Commissioners had upon the whole treated the Council very fairly in the contribution made by them towards the work of cleansing, namely, about £1,200 per annum. But it was impossible to ignore the fact that the divided authority referred to was distinctly detrimental to the efficient discharge of this highly important function. It was, therefore, suggested that some understanding should be arrived at whereby the control might be left entirely in the hands of the Council, and the onus thrown upon them of carrying out the work efficiently.

A not infrequent addition to the causes already referred to of the dirty and dusty condition of the City had been the demolition of old buildings, which had hitherto been carried on without any attempt to keep down the clouds of dust that rise in the course of such operations, and had formed the subject of frequent complaint by shopkeepers and others. The Committee deemed this a matter of sufficient importance to make it the subject of a special recommendation, and accordingly suggested that a regulation be framed to provide for the sprinkling of buildings before and during the process of demolition.

The Committee were strongly of opinion that the City Surveyor required more efficient assistance in carrying out the very responsible duties of his office as head of the Cleansing Department of the City, and concluded their report by making the following recommendations :—

1. That a first-class man be appointed as Chief Inspector, who would take instructions from and report to the City Surveyor, at a salary of £260 per annum, with bicycle allowance of 5s. per week.
  - (a) That the City be divided into four divisions, as the City Surveyor may think best, with an inspector in uniform for each, at a salary of £169 per annum, and a bicycle allowance of 5s. per week.
  - (b) That the system of early morning cleansing of the City proper be carried out as at present with the whole staff.
  - (c) That thoroughly efficient inspectors in uniform—two at present, and more as the woodpaved streets are completed—be appointed to supervise and control the block-boys.
2. That great care should be exercised in the selection of material for making macadamised roads ; that the best



expert evidence be obtained to settle the vexed question of the relative qualities of different metal, and that no other be used but that recommended.

3. That a largely increased supply of water, by night flushing and carts, be put upon the streets, both woodpaved and macadam.
4. That a better arrangement, if possible, be made with the Railway Commissioners to prevent overlapping and clashing in the work of cleansing.
5. That as soon as the tar distilling plant is completed all wood-paved streets be covered with at least two coats yearly, and more if found necessary, of tar and gravel of the best quality obtainable.
6. That the system of working gangers having, in the opinion of the Committee, proved a failure, be discontinued.

In conclusion, the Committee urged that the changes in the staff of inspectors be made as soon as possible, so that the new year might be commenced with a more up-to-date system.

On the recommendations coming before the Council, it was decided that the salary of the Chief Inspector of City Cleansing should be £400 per annum, to include such means of conveyance as the Town Clerk might approve, the other recommendations being approved and adopted without alteration or amendment.

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#### SPECIAL ENQUIRY—ALDERMANIC INFLUENCE.

At a meeting of the Council held 28th July, 1903, it was resolved on the recommendation of the Health Committee that full authority be given to the Committee to enquire into the question of the dust nuisance and an efficient system of street cleansing, to incur the necessary expense, to call the necessary witnesses, examine them, place the evidence on record, and bring up recommendations to the Council.

The first meeting of the Committee was held on the 10th August, when certain preliminary evidence of a merely routine character was taken, and official documents and returns put in as exhibits for future reference.

Between the 28th July, the date of the reference, and the 10th August certain statements were made to the Lord Mayor by the City Surveyor in my presence with regard to certain reasons which had been assigned by responsible gangers for the very unsatisfactory condition of the City streets and their want of cleanliness. These statements appeared to me to be of so serious a nature as to fully justify the fullest investigation being made in order to elicit the facts, and I thereupon informed the Lord Mayor that I was prepared to interview the responsible officers should his Lordship deem it desirable and of sufficient importance, and submit a full report to him at the earliest possible date. The Lord Mayor immediately assented to the suggestion and left the matter entirely in my hands.

The conference was held and the gangers were examined, and notes taken of their statements, which were subsequently read over to them and verified and signed as correct. Accepting these statements as the

basis, but at the same time fortified by the ultimate knowledge which I possessed in relation to certain matters which had transpired at meetings of the Staff and Labour Committee, and which emphasised and corroborated the statements in detail, I had no alternative but to report in terms of condemnation in relation to the system existing. My duty was plain, whilst I admit I approached the discharge of that duty with a considerable amount of reluctance.

The objects I had in view in determining upon a conference were fourfold, namely :—

1. To ascertain if, in the opinion of the City Surveyor and the gangers, it was necessary to increase the staff of working men, either by manual or team labour in the City Cleansing Department, in order to secure more efficient service, and a more regular and prompt attention to the necessities of the citizens as regards the cleansing and watering of streets and the removal of street refuse.
2. To ascertain to what extent, if any, the staff in the Cleansing Department should be increased to cope with the present emergency.
3. To ascertain if, in the opinion of the City Surveyor, the workmen at present employed were physically competent to discharge the duties entrusted to them.
4. To ascertain where and what defects in control or otherwise existed in the service, and the reasons why the streets were not receiving the attention which the Council and the citizens had a right to expect.

In my report it devolved upon me to make certain serious allegations with regard to want of discipline and a failure to enforce discipline ; that the gangers did not get efficient moral support from the members of the Council in their dealings with the men ; that the gangers found their authority undermined and their position belittled in the eyes of the men ; that workmen no longer regarded the gangers as their superiors, but went to the Aldermen on the most trivial pretext, and that the service was in a demoralised state in consequence of the encouragement of personal complaints and one-sided statements by workmen to Aldermen.

It is but right to state that the conference with the gangers was not conceived or determined upon in any antagonistic spirit as regards the Special Committee or in anticipation of that Committee's functions. Had the knowledge justifying the conference been available prior to the reference to the Committee, that conference would certainly have taken place earlier than it did. But once the knowledge was available there was no delay. Had the knowledge which came to light been kept back until a more convenient season, censure—and deserved censure—would have been showered on every hand, and by none more severely than by those who raised objections to my apparent interference at a critical stage.

Although forming an essential part of the municipal history of the past year, it is not my intention to recapitulate the various statements contained in my report as presented to the Lord Mayor on the 11th August last, and by him ordered to be laid before the Special Committee then sitting. That report is now a matter of history, and no good purpose can be served by unnecessary recapitulation of detail, more especially as the Committee and the Council, to their credit be it said, rose to the

occasion and "cleaned the slate." I shall therefore, for purposes of record, confine my observations to the conclusions arrived at by the Committee, and the decision of the Council thereupon.

Between the 10th August, 1903, the date of the first meeting and the 23rd September, 1903, the Special Committee of Enquiry held twenty meetings for the examination of witnesses. An immense mass of evidence, extraneous and otherwise, relevant and irrelevant, according to the particular light in which it was viewed, was taken, no less than 5,410 questions being submitted to twenty-eight witnesses, many of whom, especially the Town Clerk and the City Surveyor, were recalled on various occasions as the enquiry proceeded.

The twenty-eight witnesses called at the enquiry were as follows:—

The Right Hon. Thomas Hughes, Lord Mayor.  
 Thomas H. Nesbitt, Town Clerk.  
 Dr. W. G. Armstrong, City Health Officer.  
 E. R. Johnson, Paymaster.  
 Oliver Deane, Chief Overseer.  
 Wallace McDonald, Overseer, Destructor.  
 Alfred S. McKenzie, Cleansing Ganger.  
 William W. Barrack, Blocksweepers' Ganger.  
 John Stacey, Maintenance Ganger.  
 Hamilton Bennett, Street Watering Ganger.  
 Joseph B. Murphy, Carter.  
 Thomas Blake, Labourer.  
 Edward Dalton, Labourer.  
 Richard G. Benn, Labourer.  
 Alderman A. J. Kelly, M.L.A.  
 W. M. Gordon, City Surveyor.  
 Robert Dougan, General Auditor.  
 G. J. Lee, Clerk of Works.  
 George Baker, Overseer, Moore Park.  
 Percy Cloonan, Cleansing Ganger.  
 William Stephen, Blocksweepers' Ganger.  
 Daniel Lawler, Maintenance Ganger.  
 Edward Fitzgerald, Maintenance Ganger.  
 George E. Butt, Working Ganger.  
 Joseph Davis, Labourer.  
 Alexander Hargreaves, Labourer.  
 Thomas Murphy, Labourer.  
 Stephen T. Davoren, Hotelkeeper.

It should also be stated that all the Aldermen whose names were incidentally referred to during the course of the enquiry, except the Aldermen constituting the Special Committee, were specially invited on no less than three occasions to attend the sittings of the Committee and examine any witness who had mentioned their names, or made any statement before the Committee in which any name had been directly or indirectly referred to.

The Special Committee, in reporting to the Council on a report prepared by Alderman West at the special request of the Committee, he having been appointed to take the place of Alderman Fitzgerald during

the absence of the latter in Japan, stated that the introduction of the Town Clerk's report of the 11th August and its special bearing on the subject submitted to the Committee for consideration naturally tended to focus the enquiry on one particular point, and limited the examination to the suggested main cause of the state of things which gave it birth. A perusal of the evidence indicated that the examination of witnesses was principally directed to or encircled that particular issue. The Committee, therefore, thought it desirable in their interim report to deal mainly with that phase of the enquiry, considering first to what extent, if any, individual aldermanic interference or indirect influence had tended to weaken official control and thus rendered the service inefficient ; and, secondly, how far, if at all, the existence of the Staff and Labour Committee had had a prejudicial effect in that direction.

That the service in certain respects was in a highly unsatisfactory state was, in the opinion of the Committee, amply proved by the heads of departments and the officers working under them. This was ascribed to a want of control over the men, who, it was alleged, set authority at defiance, on the ground of having "friends at court," upon whom it was stated that they could rely to secure a reversal of any order which might be displeasing to them, and the abatement or remission of any punishment imposed. On this point the direct evidence was not strong, but the general testimony of a prevailing impression as to the existence of such detrimental influence, together with the actual instances adduced of officers being approached by Aldermen, and of fines and other punishments being remitted through aldermanic influence, left no room for doubt on the subject in the minds of the Committee. The principal witnesses in this connection were the City Surveyor and the gangers—Deane, Cloonan, Stephen, Barrack, and Mackenzie. In the evidence given by these witnesses particular instances of aldermanic influence being exerted on behalf of the men working under them were cited.

The chief of these witnesses was Ganger Deane, who gave specific instances in justification of his statement as made to the Town Clerk early in August. Ganger Deane was examined at great length on the point of aldermanic influence, and although his evidence did not point directly to many individual cases, it showed that he was repeatedly threatened with Aldermen, and he naturally contended that this kind of thing would have a demoralising effect upon the staff. The other gangers named gave evidence of a similar kind as to influence of an indirect character being exerted by members of the Council, which weakened the authority of the gangers and tended to disorganise the staff.

The City Surveyor furnished instances of men going to the Aldermen, and added that the Aldermen would then come to him and state that they had been approached. The City Surveyor claimed that he had never been unduly influenced, or, more strictly speaking, that he had resisted any attempt in that direction, and the evidence of other witnesses was much of the same character. On the other hand the Committee pointed out that the fact of individual Aldermen being approached by men having real or imagined grievances must be detrimental to proper discipline and tend to weaken official authority all round ; indeed, in the opinion of the Committee, it would be difficult to arrive at any other conclusion. It was equivalent to a moral force, intangible but potent, operating against constituted authority. The witnesses referred to served as a general indication of the testimony given in support of that portion of the Town Clerk's report as to the primary cause of the lack of control and consequent inefficiency of the



staff. On the other side, the Clerk of Works in another branch of the service, whose staff consists of 59 carters and 75 men, distinctly stated that he had complete control over them, and disclaimed any knowledge of aldermanic interference whatsoever. In this he was more or less clearly supported by his sub-officers, Fitzgerald, Lawler, Stacey and Bennett. But in estimating the value of this evidence as opposed to that already referred to, the Committee had to bear in mind that the Clerk of Works and his officers had not been brought in immediate contact with the men chiefly engaged in the Cleansing Department, to which the enquiry had been more especially directed, and their testimony was discounted to that extent. In reply to a question, the Clerk of Works described his special duty as "inspecting the different works, etc., i.e., ballasting, metalling, and construction generally." With respect to his own staff, he admitted that Gangers Stacey and Lawler had to some extent outgrown their efficiency in the service, but he had no fault to find with the men who work under the gangers, and was satisfied that "they do a fair day's work if there is no ganger watching them." This, of course, was eminently satisfactory so far as it went, but it certainly had no direct bearing on the condition of the Cleansing Department, and the question of aldermanic interference in connection therewith. In dealing with this part of the enquiry, the Committee thought it right to mention that, being anxious for the most thorough investigation, they invited all the Aldermen whose names had been mentioned as being in any way implicated in the matter of "influence" to be present and examine the witnesses on their own behalf. But only one responded, whose own witness, however, was hostile, and, the Committee intimated, proved the case against him. Having regard to the whole of the evidence on this point, the Committee reported that they were forced to the conclusion that the statements contained in the Town Clerk's report with respect to the existence of a demoralising influence in the shape of aldermanic interference with the administration of heads of departments and the officers entrusted with control under them fully borne out; that the manifest disorganisation of the staff in certain respects could be accounted for on no other hypothesis, and that, in order to ensure more effective administration of the service, it would be well to consider the propriety of framing stringent regulations to prevent any interference by Aldermen with the officers in the discharge of their duties.

In order to give due effect to this recommendation, the Committee pointed out that it would, of course, be necessary to abolish the Staff and Labour Committee, which, in the opinion of the Committee, had been largely answerable for the unsatisfactory administration of the City in the department under review; in short, the establishment of this Committee was an experiment, and had proved an utter failure. The evidence of this was overwhelming. Such influence as the individual Alderman may exert in weakening the control of responsible officers was of small moment compared to the paralysing effect of this Committee upon the staff. It practically took all effective control out of their hands, and rendered their best efforts in the direction of efficient organisation abortive, and the examples adduced by the Town Clerk in his evidence during the enquiry made this clear. In considering the action of the Staff and Labour Committee in the cases mentioned in the Town Clerk's evidence, the Committee stated that it was impossible to avoid the reflection that no private business institution could hope to get acceptable service from its administrative department if its authority and respect

were undermined and set at nought in like manner. In one case there was a labourer using most abusive language, when corrected for misconduct, to an officer in the position of the City Surveyor, and he finds a champion and was reinstated on the recommendation of the Staff and Labour Committee, to go and boast probably among his fellow-workmen that official authority can be successfully defied. It appeared to the Committee that the service could not possibly be satisfactorily governed under such conditions, that a handicap of this description must render utterly futile the best efforts of the ablest men. So far as the enquiry had been directed to a consideration of the usefulness or otherwise of the Labour Committee, the evidence, in the opinion of the Committee, was strongly opposed to its continued existence. The result of the enquiry generally had been to confirm all that the Town Clerk had advanced in his report, and the Committee reported that while the Town Clerk's views with respect to the Staff and Labour Committee had been strongly expressed, in the opinion of the Committee more emphatic language would have been perfectly justified.

On these grounds the Committee proceeded to emphasise the need for drastic reform in the administration of the service. In the first place it was recommended that the Staff and Labour Committee should be abolished, and the special functions decided whether or not the efficiency of the service required more employees, and of recommending the same to the Council, thereupon became *ipso facto* the functions of the Finance Committee, and the system of nomination and recommendation of workmen by Aldermen discontinued. This, it was held, would not only remove a stumbling block to effective management, but result in a great saving of time and labour in the Town Clerk's Department, that is, in keeping a register of men balloted and to be balloted for, and interviewing them.

The Committee recognised that should these proposals meet with the support of the Council, it would be necessary to have some other system of employing labour, and the Committee recommended that all labour should be advertised for in the press, and that the head of the department requiring the labour should be entrusted with its selection, subject to the approval of the Town Clerk as the final authority. There were many reasons why the Committee thought this method best. In the first place this course had been adopted on various occasions and given entire satisfaction; secondly, it was believed that the Council as a whole had perfect confidence in the Town Clerk, whose only desire was to do justice to the citizens and give satisfaction to the Council; and thirdly, with regard to the officers requiring labour, they must of necessity be the best judges of the men most suitable for the work they were required to do. The Committee considered that suspensions and dismissals should be dealt with exclusively by the Town Clerk, upon the report of the officers immediately concerned, and that such suspensions and dismissals should be reported to the Council at the next following meeting.

The Committee strongly deprecated the interference of Aldermen between officers and workmen, feeling that it is no part of their duty unless the matter comes before them in the Council. The Committee even went further and declared that no employee should be allowed, on pain of dismissal, to approach an Alderman whilst under suspension.

At the same time the Committee stated that they were well aware that it was impossible to prevent Aldermen who feel so inclined approaching officers, but at least the service could be guarded by

punishing men who go to Aldermen with their complaints instead of following the only proper course of approaching the Town Clerk to have their cases considered.

For the reasons stated the Committee felt assured that the proposals mentioned, if carried into effect, would give entire satisfaction to the officers and staff, and tend to produce a better feeling between them, and place the whole service on a sound and satisfactory basis.

After considerable discussion the recommendations of the Committee were adopted at a meeting of the Council held on the 26th October, 1903.

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### STAFF AND LABOUR COMMITTEE.

The Staff and Labour Committee, presided over by Alderman Evan Jones up to the time of its dissolution, consequent upon the report of the special committee of enquiry appointed to consider the matter of the dust nuisance, held thirty-two meetings, the average attendance of members being 9·1, as compared with 8·8 for the preceding year.

The subjects which formally came under the consideration of the Committee, pursuant to the reference made by the Council on the constitution of the Committee, were as follows :—

1. The selection and appointment of day labour by ballot and formally reporting same to Council.
2. To investigate and advise the Council upon—
  - (a) Proposals by heads of departments for dismissal from the service.
  - (b) Report of officers requesting additional clerical, professional, and other assistance.
  - (c) All cases of suspension from duty by the Right Honourable the Lord Mayor.
3. To receive reports of, and advise Council upon, all vacancies in the clerical and professional staff when referred to them.
4. To receive reports of labour suspensions by heads of departments, with reasons therefor, and hear appeals therefrom, each to be in writing upon prescribed forms "B" and "C."
5. To investigate and advise the Council and the General Purposes Committee upon all matters when referred to them, other than salaries and wages, affecting the Corporation departments, the duties of officers and other employees of the service.

On the dissolution of the Committee, the Council by resolution resolved that any special functions deciding whether or not the efficiency of the service requires more employees, and of recommending the same to the Council, should thereupon become *ipso facto* the functions of the Finance Committee, and the system of nomination and recommendation of workmen by Aldermen was thereupon discontinued.

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## EXPERIMENTAL DUST LAYING.

In these days of commercial enterprise and activity, no sooner is it discovered that a new commodity has met a popular demand than other resourceful manufacturers and patentees, with remarkable celerity, produce another article or commodity similar to that which, to use an American colloquialism, "struck oil," in order to enter into active competition for public favour and for a share of the profits which are derivable. Last year I had occasion to refer to the system adopted in America in connection with the oiling of streets for dust laying purposes. The experiment was tried in Sydney on streets already constructed. In America the oil is used during the process of construction, and with better and more enduring results.

The competition which the successful introduction of "Westrumite" as a dust laying compound has aroused in England is a very pertinent illustration of the truism, for owing to its successful application, and the great promise of an enormous demand for it, other similar compounds produced by competitive manufacturers have already been placed upon the market, and have entered into active competition with it. The most important of these compounds is "Pyne Oiline," referred to elsewhere, introduced by Messrs. Hope and Sons, the manufacturers of the well-known Pynerzone blocks, and "Roadite," a compound manufactured by the Sanitas Company. Matters appear to be getting interesting for the users of these compounds, similar to the competitive days of the "Welsbach" mantle and its imitators, for one firm have threatened all and sundry who use a material other than theirs that dire proceedings will follow if they do so, whilst their rivals have replied thereto by circularising municipal engineers that they will defend any action which may be instituted. There is, it is said, much "cry," but it is thought little wool will be lost, as local authorities will no doubt exercise their discretion as to the material which they prefer without fear of the institution of legal proceedings.

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## DUST LAYING—PYNE OILINE.

Considerable interest has been taken during the past few months by the local authorities and others interested in the matter in the neighbourhood of Epsom and surrounding districts in the County of Surrey in experiments which are being made in the use of a new material used in dust laying, bearing the name Pyne Oiline. An exacting test of the efficiency of the method was made on some of the Epsom roads subject to heavy traffic during the spring race week, and according to the official reports received, the results were very evident and satisfactory. The Urban District Council of Epsom have since made some experiments on their own account, and after receiving a progress report from their Surveyor, have given instructions for the experiments to be continued. According to a published interview with Mr. E. R. Capon, the Surveyor to the District Council, the following particulars and information have been abstracted.

Three lengths of roadway, known as Ashley Road, part of High Street and the road to the Downs Station, between the north entrance to the station yard and the end of the road leading to the grand stand



at the junction with Burgh Heath Road, were treated as an experiment for binding dust during race week, and according to the reports since submitted the experiment has so far proved that Pyne Oiline is a good dust binder. Upon each race day when the vehicular and pedestrian traffic was something immense in volume, careful observations were taken while traffic was passing over the roads, and it appeared impossible for the traffic to cause any dust to arise. Inquiries were also made of officials posted on point duty near the roads the whole of each day, and they stated that there had been no dust arising at any time. Each road was treated on three occasions with a ten per cent. solution of the dust binder prior to traffic passing over it, and was not watered by water carts for twelve days after, during which time no complaint as to any inconvenience or annoyance from dust was received. It is believed that after the road is treated the second time the dust would remain fast for a much longer period. The opinion formed in consequence of the experiments is that the treatment of the Road by Pyne Oiline will have a beneficial effect upon it, as after a short time the loose grit becomes mixed with the dressing, which forms a coating over the surface of the road material, and protects it from damage by the action of the wheels without becoming slippery. This was particularly noticed with High Street and Ashley Road. This coating, it is considered, will increase the life of the road. The most severe trials were made with motor cars over the length of the road, running at high speed, when the surface of the road experienced no disturbance. Previously, during heavy race traffic it has been necessary to water heavily, when the roads at times have been in rather a bad condition from mud, which is detrimental to the road and also inconvenient to traffic. After the treatment by Pyne Oiline there is no inconvenience from dust or mud. It appears that night time is the best time for treating the roads, as the solution can saturate the roads when free from traffic, and by this means the time over which the dust is held down is increased. Motor cars have become so general, it is felt, in the southern counties of England especially, almost a necessity to adopt some means by which the surface of the road can be consolidated, especially on flint roads. It is understood that the proprietors are prepared to treat roads with Pyne Oiline at ten pounds a mile on granite and twelve pounds a mile on flint roads. After two applications the dressing will last about fourteen days. The cost is slightly in excess of watering in the ordinary way, but it is asserted the following facts should be considered: The benefit derived from the absence of dust, the preservation of the surface of the road, and the consequent lengthening of its life. The results of experiments carried out in Epsom during race week, which was a very severe trial, as the weather was dry and the traffic exceptionally heavy, proved conclusively that Pyne Oiline is an excellent dust binder. Since the experiments have been carried out, observations have been made in reference to the condition after rain of the roads treated with Pyne Oiline, and it has been observed that the benefit is considerable during wet weather, there being no mud on the treated road, whilst at each end of the same the roads are very dirty. Each road is made of granite of the same description.

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#### STREET WATERING AND FLUSHING ARRANGEMENTS.

During the course of the year consequent upon the dry and dusty season, and inability to obtain fresh water as heretofore for flushing purposes, considerable correspondence was entered into between the

Council's officers and the officers of the Metropolitan Board of Water Supply and Sewerage with a view to obtaining some useful modification of the restrictions imposed by the Board with regard to the use of fresh water. In the first instance it was pointed out by the Board that the level of the water in the Prospect Storage Reservoir was still eleven feet six inches below what it was in November, 1901, and the Board consequently regretted that the outlook for the ensuing summer was too serious to permit of the Board granting any applications for the use of water for street watering or washing purposes. After several interviews and much negotiations a final interview was arranged between Mr. Charles W. Smith, Superintendent Engineer, the City Surveyor, and myself, in order to arrive at a fair estimate of the quantity of water that should be allowed to meet all reasonable requirements.

At this interview the City Surveyor reported that according to his estimate 2,060,000 gallons of water per week would be at least required for the purpose of street watering, the volume being apportioned as follows:

Day water carts .. .. .	200,000 gallons
Night flushing of woodblocked streets	1,800,000 gallons
Flushing street gullies .. ..	60,000 gallons
<hr/>	
Total ..	2,060,000 gallons

The area of woodblocking, exclusive of tramways, was at the time approximately 303,789 yards super.

It was explained to be still the intention of the City Council to continue the use of salt water in those streets where no shops exist if contiguous to salt water mains. On investigating the estimate of the City Surveyor, Mr. Smith reported to the Board that he considered the estimate a fair and reasonable one if flushing the woodblocks five or six times a week was deemed necessary. He, however, pointed out that the quantity applied for per square yard of road surface was, assuming blocks to be flushed five times a week, somewhat in excess of what is required in more moderate climates, but he was inclined to think that this quantity would be diminished by the introduction of better and improved methods of City cleansing, notably the use of squeegees and horse sweepers concurrently with flushing. By these means either the greasy or dusty condition of the streets obtaining would, it was expected, be removed and the blocks would not require much, if any, day watering, making vehicular traffic much safer.

The suggested conditions under which the water from the Board's mains should be used were as follows :—

1. That the woodblocked streets be flushed by fish-tailed jet and hose, between the hours of 11.30 p.m. and 4.30 a.m.
2. That concurrently with the flushing, the road surface be cleansed by aid of squeegees and horse sweepers.
3. That to each standpipe, 1½ inch in diameter, be attached a meter to record the nightly consumption.
4. These metered standpipes, six in number, be provided by the Board and rented to the Council, the Council being held responsible for the safe keeping of these appliances, the Board undertaking the duty of keeping the meters in working condition.

In the event of the Board determining that the time had arrived to permit of the resumption of street watering from the mains, the foregoing conditions were recommended for favourable consideration, subject to revision should the level of the water in the Prospect Reservoir fall below a safe limit.

Before finally determining the question the Board applied for further information : (1) the number and names of streets watered with salt water, and the approximate quantity used weekly ; (2) on which streets it was intended to continue the use of salt water ; (3) the approximate quantity per week of salt water supplied to the Railway Commissioners for street watering ; and (4) the charge, if any, made to the Railway Commissioners for water supplied.

The Board were informed in reply that the whole of the streets were watered as far as possible with salt water, about 480,000 gallons per week being used ; that it was the intention to continue the use of salt water in as many streets as possible adjacent to the hydrants now in use ; and that no water had been supplied recently to the Railway Commissioners.

The Board decided in September last that the Council should be allowed the use, until further notice, of 2,000,000 gallons of water per week for street watering carts, gully flushing and cleansing woodblocked streets, subject to the following conditions :—

1. Salt water to be used on such macadamised streets as were being watered by such means.
2. The Board's approved sprinklers only to be used when stand pipes are employed for street watering or cleansing.
3. Brooms and squeegees to be used in conjunction with water for cleansing woodblocked streets.
4. Metered standpipes, to be rented from the Board, to be used to control the supply.
5. The rental for a ball hydrant standpipe meter for two-inch hose to be £1 per annum, and the rental for screw-down hydrant standpipe meter 16s. per annum, the hirer to be responsible for all damage occasioned through carelessness.

The arrangement was approved by the Health Committee and the Finance Committee respectively, and subsequently confirmed and adopted by Council, and has given every satisfaction.

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### STREET NOMENCLATURE.

A proposal to rename certain of the streets of Sydney was submitted to the Council in May last year, the terms of the resolution being that the streets now known as George Street, Castlereagh Street, York Street and Clarence Street should be renamed, and the name of George Street be changed to Wentworth Street, Castlereagh Street changed to Dalley Street, York Street changed to Lang Street, and Clarence Street changed to Kendall Street.

The proposal was negatived by the Council, and the names remain as at present, a decision which from the purely business standpoint will be appreciated by commercial people, to whom expense and inconvenience must have been occasioned had the suggested change been adopted.

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### MUNICIPAL DEPOTS.

I referred last year to the necessity which existed for the early establishment of town yards in suitable and convenient positions for use as stables for horses, etc., and as depots for carts, appliances, and plants for outdoor service, etc. In 1902, on the urgent representation of the Lord Mayor, the Council purchased a block of land, having an area of thirty-eight perches, bounded by Belvoir Street and College Street. During the course of last year a tender was accepted in the sum of £716 for the erection of the necessary buildings in accordance with plans prepared by the City Building Surveyor, and the constructive work is now making good progress.

While this can only be regarded as an instalment, a means to an end, I trust the time will not be far distant when the Council will possess thoroughly equipped depots and yards and stables capable of accommodating all the horses and carts engaged in City works. I am heartily in accord with the City Surveyor in his advocacy of Council ownership of horses and carts, and I, from experience, strongly endorse his views that the adoption and carrying out a scheme of this character would permit of complete control of staff and plant, ensure the cleanliness of garbage carts, remove the liability of disease being disseminated by the carts when housed in backyards of private houses in an unclean state, as they frequently are under existing conditions, permit of an improvement in the type of horses used, and be a good and sound investment from an economic point of view, as it naturally follows that the feeding and stabling of a large number of horses can be done much cheaper in the aggregate than in isolated cases as at present, whilst, according to British experience, the discipline and efficiency maintained on the average municipal works depots is far greater than that which prevails under private engagement.

Not only does the necessity exist for a large centrally situated, well-equipped municipal depot, but the provision of branch depots is also required. In no case is this necessity more apparent than in the district of Pyrmont, where a depot contiguous to rail and boat is a matter of immediate necessity. The City Surveyor has reported that the depot at Woolloomooloo is being encroached upon by the erection of a tar distillation plant and the sub-station for the Electric Lighting Works, so that the space there is becoming restricted. It is scarcely necessary to remind the Council that in the interests of economy it is not good policy to cart metal from Darling Island to Woolloomooloo to be tarred and then back again to be used on streets in Pyrmont and Ultimo. It is therefore hoped that progress will be made during the current year in evolving a complete scheme.

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## REFUSE DISPOSAL—BARGING TO SEA.

The important question of the disposal of refuse in a sanitary and final manner has engaged the careful attention of the Health Committee on several occasions during the past year, and in compliance with instructions given by the Committee, special reports were prepared and submitted by the City Health Officer and the City Surveyor, but no final decision with regard to the erection of additional installations for the destruction of garbage by fire was arrived at.

In the report of the City Health Officer, the three methods of dealing with refuse were fully discussed—namely, barging to sea, tipping on vacant ground, and destruction by fire.

Of these methods, the first is one which has been recommended from time to time, and experimented with on occasion. It is a method for the effectual performance of which Sydney is in some respects peculiarly well situated. The proximity of Sydney to the deep waters of the Pacific Ocean, and the existence outside the mouth of the harbour of a continuous southerly current which sweeps away from the foreshores all materials which do not float, are both facts favourable to disposal of the City's wastes in the sea. On the other hand, there are strong drawbacks to set off against these undoubted advantages. They are principally two in number. In the first place, much of what is known as house garbage is of such a light and bulky nature that it floats with readiness, and if cast into the sea during the prevalence of easterly or north-easterly weather, would certainly be carried landward in spite of the current, and would pollute the beaches south of the Heads, now largely used as pleasure and health resorts. The second objection depends on the impossibility of barging refuse to sea in heavy weather—a difficulty which would lead to occasional accumulation of the collected refuse on the wharves or in supernumerary punts, and might cause the production of most undesirable nuisance. In fact, the objections against this method of disposal have already had practical demonstration in Sydney.

In support of the opinion expressed by the City Health Officer, I may add that at Marseilles, as well as at New York, the system of barging to sea has had to be abandoned. Thrown in at the entrance to the bay, the refuse, carcasses of animals, etc., were brought back by the currents on to the beach between Coney Island and Far Rockaway. At Nice traces of refuse could be seen along the two principal marine promenades.

Dumping refuse at sea has been pithily expressed by an American writer as "tipping in water": it is a wretched practice, with little, if anything, to recommend it, especially as chemical change in organic matter is a very slow process in water.

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## REFUSE DISPOSAL—TIPPING.

A second mode of garbage disposal, known as "tipping," is, as the City Health Officer justly observes, one which is time-honoured, not only in Sydney and its suburbs, but also in all parts of the civilised world. The simplest and most primitive method of disposing of refuse of all

kinds is that of tipping or depositing it on the soil ; and in small and isolated communities where the nature of the soil is not unfitted for its reception owing to inherent qualities, and the method is well carried out in all its details, there is no question that this procedure is one that has many good points to recommend it. But when communities have attained a certain size and districts have become thickly populated, all these good points disappear one after another. Pollution of the soil is caused either where dwellings may be erected in future or on open ground in the immediate neighbourhood of dwellings. Pollution of the air occurs, nuisances are complained of, and inevitable deterioration of the health of residents takes place. There is probably no subject on which sanitary experts are more agreed than that of the undesirability of allowing garbage tips to exist near large centres of population. One of the chief arguments, if not the only important one, in favour of the continued existence of garbage tips is that of economy ; but this argument is really a fallacious one, inasmuch as if a tip is managed as it ought to be in the interests of the public health, the expenses which must be incurred in its management are very considerable. Tipping garbage *en masse* is a most objectionable proceeding. It causes compression of the lower layers, delays the resolution of putrescible materials into their component parts, and results in a slow process of decay, which lasts for years, and during the consummation of which noxious gasses are constantly being evolved. The length of time which the process of resolution may occupy under these conditions was well shown by some excavations which took place in 1902 in some of the Council's old garbage deposits at Moore Park, which the City Health Officer was fortunate enough to witness. Solid banks of refuse many feet high were cut into. The most recent of these deposits was said by old servants of the Council to be at least seven years old. On opening it up most offensive odours were evolved, and the garbage, beyond the fact of compression, was found to be very little altered in its general composition. Some which had been buried ten years was better, but still offensive, while a deposit fifteen years old was without offence, and appeared to have been converted into humus. The only way in which garbage tips can be conducted so as to produce a minimum of nuisance is by spreading the refuse tipped in a single layer, not more than a few inches in thickness, over the whole of the tipping surface, and immediately covering it with a layer of clean soil of equal thickness. Even under such treatment the precaution should be observed of refraining for a while from tipping fresh layers of garbage immediately above the first, in order to allow time for the action of those beneficent micro-organisms which are concerned in the oxidation of putrescible matters and their conversion into harmless products. If fresh layers of refuse are deposited too soon above the old ones, compression of the latter, delay of oxidation, and of the processes of resolution occur, and years may elapse before the latter processes are complete. It is needless to point out how the expense incurred in tipping garbage would be augmented were the method faithfully performed in the manner indicated.

Another important matter to be considered in this connection is the question of carting garbage through miles of thickly populated streets in conveying it to a distant tip. Even the improved garbage carts now used by the Council are not entirely successful in preventing the emanation of offensive odours from the putrefying garbage which they often contain, nor the presence of clouds of flies which attend such vehicles ; and the complaints of the nuisance caused by the passage of these carts on their

way to Moore Park tip have been frequent enough from the inhabitants of the streets traversed by them. Taking the whole matter into careful consideration, the City Health Officer does not feel justified in recommending tipping as a satisfactory means of disposing of garbage.

As corroborative testimony to the observations made by my colleague, I may add that in England and Wales the objectionable practice still continues in over eight hundred local authorities ; each with a population exceeding two thousand, still either tip their refuse or dispose of it in some equally primitive and objectionable manner. On the other hand, the insanitary and dangerous practice of tipping has been strongly condemned by the local authorities of Aberystwyth, Bangor, Bedford, Belfast, Beverley, Blackburn, Chelmsford, Colne, Dover, Halifax, Heywood, Kidderminster, Kirkcudbright, Leamington, Ramsgate, Scarborough, Sheffield, Southport, Southsea, Sunderland, Tynemouth, Windsor, Worcester, and many others, as being a wretched relic of antiquity—a miserable link with the insanitary past. That the tipping of refuse is responsible for zymotic disease and diarrhœa is only too well known to sanitarians. In tropical and semi-tropical climates this trouble is aggravated. It is said by some of the most eminent European medical men in the Argentine that the tipping of refuse in some of the large and populous cities on the South American coast largely accounts for the deadly yellow fever scourge. South American refuse generally is largely composed of garbage, and as this is frequently dumped in hollows near the shore, the action of the salt water rapidly makes the deposit a terrible danger to the community.

Refuse tipping in America has also caused a deal of annoyance, and the trend of opinion based upon experience is decidedly adverse to its continuance, the rapid growth of many places necessitating the carting of refuse further and further out, thereby reviving a problem which economic advocates frequently forget. From experiments made in Boston, in the United States, it has been ascertained that heaps of refuse which had accumulated for nearly ten years still contained remains of organic matter in which decomposition still continued.

Experiments made in Brussels at the refuse depots of Needer Over Heembeek have given the following results per 1,000 kilos :—

Heap No. 1, lying in depot 5 months, organic matter, 307,500 ;  
cinders, 692,500.

Heap No. 2, lying in depot 11 months, organic matter, 297,500 ;  
cinders, 702,500.

Heap No. 3, lying in depot 3 years, organic matter, 327,500 ;  
cinders, 672,500.

Heap No. 4, lying in depot 9 years, organic matter, 266,500 ;  
cinders, 733,500.

As an average of the four heaps, the organic matter consisted of nitrogen, 4.470 ; carbon, hydrogen, and oxygen, 295.530 ; and it is scarcely necessary to say that deposits thus established become necessarily injurious to public health, because, as it will be seen, the refuse contains nearly thirty per cent. of putrescible organic matter, and all hygienists agree in recognising that these accumulations create positive annoyance, inconvenience, and danger ; Professor Marvaud, of Lyons, having clearly demonstrated, even to the ordinary lay mind, that typhoid fever, cholera, typhus and dysentery can very well be

ascribed to the invisible, penetrating, and subtle miasma arising from refuse in a state of putrefaction. Further reference to the consequences from a public health point of view of the detestable practice of "tipping" need not be mentioned here.

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### REFUSE DISPOSAL—DESTRUCTION BY FIRE.

The final method which comes under consideration in connection with refuse disposal is the method of destroying garbage by fire—a method which is not only holding its own in the large cities of the world, but is fast gaining ground and displacing those processes to which reference has already been made. From the point of view of the sanitarian, in the opinion of the City Health Officer, there can be only one opinion as to this being the best way of disposing of the garbage of large cities. M. Anie Wagnon, President du Conseil Administratif, in an excellent *brochure* entitled "The Sanitation of Towns by the Burning of Refuse," points out that in the Laws of Moses may be found minute instructions intended to preserve the tents of the Hebrews from offensive odours arising from putrefying substances. The Romans and Greeks also recognised fire to be the great purifier, and the only one method of final disposition for the whole of the waste. Towns' refuse is undoubtedly a mixture of all that is filthy, deleterious and objectionable, and the very nature of the material imperatively demands destruction by fire as the only effective means of disposal. The rapidity with which the process is consummated, the absence of nuisance, the completeness of the destruction, and the security it gives against pollution of the soil and the atmosphere are all unanswerable arguments in its favour. The argument has been advanced that the cremation of garbage is as a process still in the experimental stage, but that is far from being the case, though it is true that experiments are still in constant progress for the attainment of still more perfect processes than have been yet evolved. But these are only steps in the advance towards the ideal of perfection which must continue to be ever approached though never reached. The facts are that in many large towns in England the destruction of garbage by fire in modern high temperature destructors has been proved to be successful, not only from the point of view of the sanitarian, but also as a business transaction, it being now generally admitted even by those who in the past have been antagonistic that refuse has a market value.

The "Perfectus" Garbage Destructor, erected by Messrs. Goddard, Massey and Warner for the Council in Moore Park, was taken over on 13th January, 1903, and the following return shows the weekly quantity burnt since the Council commenced operations on 31st March, 1903, to 2nd January, 1904:—

Week ended.			Quantity.			Cost.		
1903.			T.	c.	q.	£	s.	d.
April	4	.. ..	164	3	0	..	27	6 6
"	11	.. ..	184	16	2	..	31	8 0
"	18	.. ..	289	10	2	..	34	14 3
"	25	.. ..	346	12	1	..	43	9 9
May	2	.. ..	352	18	1	..	40	0 3
"	9	.. ..	308	7	2	..	39	19 3
Carried forward ..			1,646	8	0	..	£216	18 0



Week ended.				Quantity.			Cost.		
1903.				T.	c.	q.	£	s.	d.
Brought forward ..				1,646	8	0	216	18	0
May	16	..	..	304	12	2	41	5	9
"	23	..	..	361	9	2	42	9	6
"	30	..	..	342	3	3	40	8	6
June	6	..	..	378	6	0	40	10	0
"	13	..	..	358	6	3	40	10	0
"	20	..	..	297	18	1	40	10	0
"	27	..	..	330	15	0	40	10	0
July	4	..	..	355	2	1	40	10	0
"	11	..	..	322	14	3	40	10	0
"	18	..	..	355	10	2	40	10	0
"	25	..	..	329	8	0	40	10	0
August	1	..	..	338	5	2	40	10	0
"	8	..	..	308	9	0	40	10	0
"	15	..	..	304	18	3	40	10	0
"	22	..	..	324	9	2	40	10	0
"	29	..	..	335	16	2	40	10	0
September	5	..	..	334	8	0	40	10	0
"	12	..	..	316	6	0	40	10	0
"	19	..	..	243	19	0	40	10	0
September 21 to November 16 not working.									
November	21	..	..	203	4	2	40	12	3
"	28	..	..	316	17	0	38	17	0
December	5	..	..	318	7	1	40	4	0
"	12	..	..	386	2	1	40	10	0
"	19	..	..	336	7	2	40	10	0
"	26	..	..	248	14	0	34	2	0
1904.									
January	2	..	..	341	3	2	40	1	0
				10,040	3	2	£1,263	18	0

The total quantity burnt during the period named totalled 10,040 tons 3 cwt., at a total cost of £1,263 18s., the number of days worked being 186, thus giving 53 tons 19 cwt. 2 qrs. per day, at an average cost of 2s. 6½d. per ton, only five cells being at work from 3rd August to 19th September.

The results show that under the Council 3 tons 16 cwt. 3 qrs. per day more were burnt than under the contractors, at an increased cost of 2 7-10d. per ton. When it is understood that the Council, since the 20th April, paid their men at the rate of 8s. and foremen 9s. per day, the increased cost is more than accounted for. During the week ended 12th December, 1903, the record quantity in any one week was burnt since the destructor was built, viz., 386 tons 2 cwt. 1 qr., which averages 64 tons 7 cwt. per day.

Generally speaking, it may be accepted that the Moore Park destructor is now disposing of, on the average, sixty tons of house refuse per week. The average total quantity of house refuse collected daily in the City equals about two hundred and twenty-five loads. Reckoning forty loads as roughly equivalent to thirty tons, this means that a little more than one-third of the garbage produced in the dwellings of the City is sent to the destructor, while nearly two-thirds continue to be tipped at Moore Park. But this estimate does not include a very large quantity

of trade refuse which is allowed to be dumped at the Corporation tip, and which, while largely consisting of such innocuous materials as paper, straw, old packages, and the like, nevertheless contains some of the most dangerous class of material, such as refuse from butchers' shops, fishmongers' establishments, fruit markets, etc.—refuse which is putrescible in the highest degree, and the rapid resolution of which into its ultimate innocuous elements it is most important to produce.

The City Health Officer considers that the position of the present destructor is eligible enough as far as the southern portion of the City is concerned, but for the northern extremity it is out of the way, and necessitates the haulage of refuse for very long distances, and up hill—two facts of material importance in the consideration of the financial aspect of the question, while the former is, as has already been indicated, also of great importance sanitarily.

The question of possible nuisance arising from any destructor installation which the Council might decide upon is one of very great importance, and will, of course, receive the most careful attention in the consideration of the matter. Nuisances in connection with a garbage destructor may conceivably arise in one or more of three directions:—1. The smoke nuisance from the destructor's furnace may itself be a cause of serious nuisance, and in the early days of destructors, before the importance of forced draughts and the resultant high temperatures were properly understood, frequently was a cause of offence. 2. Bad management in the handling of the refuse after its arrival at the destructor will lead to nuisance. 3. Refuse may cause nuisances on its passage to the destructor.

Nuisance arising under the first head is unquestionably of the greatest importance, as it has proved in past years the most difficult to deal with, and its prevention is closely connected with the decision as to the type of garbage destructor which will be selected. A proper consideration of this question is more a matter for engineering skill than for the sanitarian. It is, however, admitted on all hands that a modern refuse destructor of the high temperature type will effectually destroy all offensive products of combustion before they leave the combustion chamber, and will cause no nuisance even if situated in a closely-populated district. Speaking on this subject, Alderman R. W. Richards, when City Surveyor of Sydney, stated as long ago as 1897, in his report on the treatment of refuse, "That properly managed refuse destructors need be no nuisance has been abundantly proved. Whenever they have been put in action, prejudice has died out by degrees, and the anticipated disagreeables have not proved realities."

There has been ample time to accumulate some little evidence in Sydney as to the absence of nuisance from the working of a well-managed destructor. The City destructor itself should perhaps hardly be quoted here, as it is further removed from closely populated districts than would necessarily be the case with any destructor that could be installed in any other part of the City; but in the Annandale-Leichhardt destructor there is an installation placed in the centre of a rather closely-populated district which has been working daily for above twelve months, and has during that time destroyed all the garbage of the two boroughs which it serves. The City Health Officer was in a position to be able to assure the Council that no complaint of any kind had been received by either of the two Municipal Councils of Leichhardt and Annandale as to any nuisance caused by the destructor. Further, careful house-to-house

enquiries had been made at every house within a radius of 15 chains of that installation, with a general result that complaints against the destructor were found to be few in number and vague in nature. To go more exactly into the results of that enquiry, it should be stated that 168 houses were visited, and the occupants questioned as to whether any nuisance arising from the destructor had been experienced by them. At 129 houses the reply was that no nuisance had ever been experienced. In the remaining 39, complaints of a more or less vague nature were put forward of occasional nuisance during wet weather, or in certain conditions of wind; but, with four or five exceptions, these complaints were not advanced with bitterness, nor had the subject of complaint been so serious or continued as to result in any case in the preferment of a formal complaint to the local authority or to the Board of Health.

A series of observations conducted by the City Health Officer and by experienced members of his staff for a period of four weeks, during variously prevalent conditions of weather, entirely failed to establish the existence of any nuisance arising from the Annandale-Leichhardt destructor. Such observations were thirty-nine in number, and were conducted on nine different dates at various hours of the day. In none of them were any conditions observed which could be said to cause a nuisance. During light winds the smoke, which was under casual circumstances very thin and pale grey in colour, would sometimes be observed to fall to the ground at some little distance from the destructor; but where such an occurrence took place the smoke was found to be almost free from odour. Generally, the smoke was broken up and dissipated into nothingness almost immediately after leaving the chimney-stack.

It is to be noted, moreover, that any destructor which might be installed in the City of Sydney would work under more favourable conditions than the Leichhardt installation. In the latter the working is not continuous, the amount of refuse produced in the boroughs of Leichhardt and Annandale being insufficient to keep it constantly going. Consequently, the furnaces are banked at night, and the refiring of these in the morning, after the apparatus has completely or partially cooled, leads to the production of more smoke than need ever be produced from a destructor which is worked continuously. Moreover, in wet weather, the Leichhardt-Annandale garbage, through the use in those boroughs of uncovered garbage receptacles and open carts, is delivered at the destructor in a saturated condition, which is unfavourable to rapid combustion and the maintenance of a high temperature, and is highly favourable to the production of smoke. These adverse conditions do not exist in the City, where consequently it may reasonably be expected that far less smoke will be produced in any destructor installation than is the case at Leichhardt.

With reference to the possible causes of nuisance two and three, it is necessary to say very little here, as they are both susceptible of prevention by good management and the use of properly covered garbage carts.

The City Health Officer finally advised the erection of a sufficient number of garbage destructors in the City to destroy all the house refuse and the putrescible portion of the trade refuse produced in the City as being most desirable in the interests of the public health. The Council had already practically admitted the importance of the principle in the erection of a destructor to deal with one-third of the City's garbage.

What is good for a portion is good for the whole, and if it is desirable to burn a third part, it is surely twice as necessary to deal in the same manner with the remaining two-thirds. On the question of the best type of destructor to be employed he could express no positive opinion, because that is a matter more for engineering skill than for sanitarian. He, however, pointed out that the whole of modern experience in this direction pointed clearly to the superiority of the high temperature destructors, as being free from offensiveness, and as alone achieving the complete resolution into innocuous products of combustion of the materials submitted to their action, which is essential to the public health.

On consideration of the question on its merits, there appears to be a consensus of opinion based on experience in connection with practical use of the various methods that destruction of refuse by fire is superior to any other system.

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### REFUSE DESTRUCTORS—TYPES AND COST.

On being called upon by the Health Committee, on a reference from the Council, to express an opinion with regard to the best type of destructor, the City Health Officer reported that the difficulties involved in the question of the choice of the type best suited to the circumstances existing in Sydney were considerably lightened by the fact that two destructors of entirely different type, but both placed by a general consensus of opinion in the front rank of modern destructors, had been working in and near Sydney for some months, though under apparently different conditions. Both of these destructors—the “Perfectus,” belonging to the City Council, and the “Simplex,” belonging to the Annandale and Leichhardt Councils—had been subjected to very close observation, and had undergone several practical tests, and consequently the selection of the type to be employed in further installations of refuse destructors was very much simplified by the light of the experience thus acquired.

Under the circumstances the City Health Officer did not feel justified in seriously considering the claims of types other than those referred to, because it appeared preferable to recommend the selection of a type of destructor of which a local practical experience had been gained, and because he was strongly of opinion from a careful perusal of recently published literature on the subject of refuse destructors, and from his experience of these and other types of destructors, that nothing more likely to satisfy local requirements than one or other of the two types now in use locally was at that time on the market.

The “Perfectus” was certainly giving better results in the direction of the quantity of garbage destroyed and completeness of destruction than it had heretofore done. There appeared to be no doubt, however, that the temperature produced in the combustion chamber of this destructor is far lower than that in the “Simplex,” and this must be regarded as the essential consideration upon which the avoidance of nuisance chiefly depends, because the higher the temperature maintained in the furnaces and the combustion chamber, the more thoroughly does combustion and the complete destruction of the various gaseous products of combustion take place. Another defect in the



"Perfectus" frequently mentioned to the Health Committee and the City Surveyor is the want of tipping room for garbage, a defect which must inevitably lead to the production of nuisances and consequent complaint.

In both these respects it appeared to the City Health Officer that the "Simplex" destructor was the superior apparatus; the "Simplex" destructor differing in at least four essential points from most other ordinary types of garbage destructor, namely:—

1. The garbage is fed by hand.
2. The cells are twinned, each pair of cells forming one continuous grate, the two halves of which are clinkered and fed alternately.
3. A forced draught of great power is produced beneath the furnaces by patent steam jet blowers.
4. The air consumed in the furnaces is delivered to them at a temperature of about three hundred degrees Fahrenheit, this temperature being produced by the passage of the incoming air before delivery at the furnace through a "regenerator" treated by the waste products of the destructor furnaces.

The combined result of the employment of these several appliances is that a temperature is obtained in the combustion chamber of the destructor which is certainly higher than that hitherto observed in any other garbage destructor installation, though in the absence of any accurate observations by means of a pyrometer exact figures could not be obtained.

From personal observations on the nature and density of the smoke issuing from the smoke stacks respectively of the "Simplex" destructor at Annandale, and the "Perfectus" at Moore Park, the City Health Officer considered the former to be the more favourable; at every observation made the smoke issuing from the "Simplex" was lighter in colour and showed greater tensility than that of the "Perfectus." The City Health Officer finally recommended for adoption, on the grounds of public health, Messrs. Meldrum's "Simplex"; the questions of the relative cost of installing and working each form of destructor being left to the City Surveyor to deal with.

Concurrently with the report submitted by the City Health Officer, the City Surveyor presented a report upon suitable destructors for the City, accompanied by calculations which he had made and information obtained, both with regard to Goddard, Massey and Warner's "Perfectus" and Meldrum's "Simplex."

The City Surveyor in his report stated that the "Perfectus" at Moore Park was giving better results than heretofore. The men had become thoroughly used to the work, and it was only a question of supervision to burn the quantity promised by the patentees. It, however, appeared to him that the great objection to the "Perfectus," and one which would be fatal in a thickly populated portion of the City, is the want of tipping room for the garbage. After reducing the area of the tipping platform at the Moore Park destructor in order to make more storage room, great difficulty was still experienced in finding space, and consequently the garbage was hours on the premises before going through the hoppers. Considerable extra labour was also required in dragging garbage forward and charging the hoppers.

If it was the intention of the Council to erect destructors in the City, a policy which the City Surveyor most strongly recommended, then he considered that attention should be given to destructors which will cope with the weak points of the one in use. In October, 1902, the Council decided to provide the Councils of Annandale and Leichhardt with garbage for a trial of the Meldrum "Simplex" destructor erected at Leichhardt, and the City Surveyor, who conducted the trial, reported that the forty-eight hours' trial was in every way a most satisfactory one.

Since that time the Council Clerk of Annandale had reported that the destructor was still working satisfactorily. The difficulty at Annandale was to provide sufficient garbage to keep the destructor working continuously, consequently results were not so favourable as otherwise would be the case. No complaints have been received as far as could be ascertained as to any nuisance created by either smoke or garbage.

By the erection of a six-cell destructor at Pyrmont and another at Woolloomooloo an immense amount of haulage would be saved. The saving that would be thus effected could be set down as about £2,000 per annum.

In the trial at Annandale the "Simplex" destructor burnt 15 tons  $4\frac{1}{2}$  cwt. per cell per twenty-four hours. For a six-cell destructor this would represent 548 tons 2 cwt. per week, but taking the average at 400 tons per week for continuous work, a saving of fivepence per ton on actual burning, and of eightpence per ton, including interest, depreciation and sinking fund, is shown in favour of the "Simplex" by the comparison of the costs of that and the "Perfectus" destructor. At a minimum consumption of 40,000 tons per annum this would mean a saving of £1,333 per annum in favour of the "Simplex."

The City Surveyor did not report upon the question from a sanitary point of view, as he understood the City Health Officer was reporting also; but he stated that if the carts could be prevented from passing through the City at all hours of the day by the concentration of the work in various centres, and the more frequent removals in the outlying parts where as present three removals per week are carried out, it would tend very much to the health and comfort of the citizens, a conclusion in which all will agree.

Having had experience with both the "Perfectus" and "Simplex" destructors, the City Surveyor was of opinion that another destructor should be erected, and he recommended the "Simplex" as the most suitable.

There are several destructors before the public, the proprietors of which are anxious to erect and give six months' trial, but the Council were in a position beyond the experimental stage with regard to the "Perfectus" and "Simplex."

For the information of the Committee it was stated that the approximate amount of garbage removed is 223 loads per day, of which—Pyrmont 33, early morning 23, Rocks 14=70 loads could be dealt with at Pyrmont; Woolloomooloo 45, Surry Hills 20, early morning 10=75 loads could be dealt with at Woolloomooloo.

The following return shows the approximate cost of erecting a "Simplex" destructor, as compared with the "Perfectus" at present working at Moore Park, and also the probable cost of treating the refuse in a new destructor compared with the present rate.

RETURN SHOWING COMPARATIVE APPROXIMATE COSTS OF ERECTION AND WORKING OF "SIMPLEX" AND "PERFECTUS" DESTRUCTORS.

Six-cell "Simplex" Destructor, approximate cost	£9,000
Approximate cost of land .. .. .	3,000
	<hr/>
	£12,000

Cost of working per annum—

Interest, four per cent. on £9,000 .. ..	£360
Sinking Fund, three per cent. on £9,000 ..	270
Depreciation, three per cent. on £9,000 ..	270
Labour, twelve men at £2 8s. each per week ..	1,497
Two foremen at £2 14s. each per week .. ..	281
Two carts at £3 3s. each per week, clearing residue	327
Stores, repairs, etc. .. .. .	100

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£3,105

Six cells destroying four hundred tons per week aggregates 20,800 tons per annum, equivalent to 2s. 1½d. per ton for burning, exclusive of interest, depreciation and sinking fund, or 2s. 11½d. per ton for burning, inclusive of interest, depreciation and sinking fund.

Six-cell "Perfectus" Destructor, including road-way, but excluding value of land .. ..	£11,000
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Cost of working per annum—

Interest, four per cent. on £11,000 .. ..	£440
Sinking Fund, three per cent. on £11,000 ..	330
Depreciation, three per cent. on £11,000 ..	330
Labour, twelve men at £2 8s. each per week ..	1,497
Two foremen at £2 14s. each per week .. ..	281
Two carts, at £3 3s. each per week .. ..	327
Stores, repairs, etc. .. .. .	100

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£3,305

Six cells destroying three hundred and thirty tons per week aggregates 17,160 tons per annum, equivalent to 2s. 6¾d. per ton, exclusive of interest, depreciation and sinking fund, or 3s. 10¾d. per ton, inclusive of interest, depreciation and sinking fund.

The present cost of refuse disposal per ton is as follows :—Tipping at Moore Park and covering with sand, 3s. 3d. ; destructor at Moore Park, cartage, burning, interest, sinking fund and depreciation, 6s. 7d., which with centrally situated destructors would be reduced to 5s. per ton, while the approximate saving in haulage would amount to £2,230, in respect of thirteen carts at £3 6s. each per week.

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REFUSE DESTRUCTORS—EXPERT OPINION ON TYPES AND COST.

In the early part of 1895, during the Mayoralty of the present Lord Mayor, the Council decided to consult Sir John Fowler, Bart., of Queen Anne's Mansions, Westminster, with reference to the disposal

of towns' refuse and the best type of destructor to be adopted. A report was received from Sir John Fowler in due course through the Agent-General, and during the course of a debate on destructors which took place last year, I was instructed to submit a resumé of the report to the Council.

Under date 31st July, 1895, Sir John Fowler stated the question of the disposal of towns' refuse was one of the highest importance, and was receiving a great deal of attention in England at that time, and that he had had special detailed examinations made at some of the principal destructor works in England where the latest and most approved types of furnace are used.

In dealing with the question so as to enable the Sydney authorities to decide upon the best course to adopt he was guided by the following considerations :—

1. The quantity and the quality of the material to be disposed of by the destructor.
2. The most perfect system of destruction and the best type of destructor.
3. The various methods for the utilisation of heat.
4. The probable cost.

#### 1. THE QUANTITY AND THE QUALITY OF THE MATERIAL TO BE DISPOSED OF BY THE DESTRUCTOR.

At Sydney the following was stated to be an average week's collection :—

	Loads.
Street Sweepings .. .. .	700
Mud .. .. .	37
Gully Soil .. .. .	214
House Rubbish.. .. .	1,319
Night Soil .. .. .	12
Condemned Fish .. .. .	2
<hr/>	
Total loads .. .. .	2,284

This quantity of 2,284 loads, which may be assumed to be 2,250 tons in weight, would probably be divided and dealt with at five destructor depots in Sydney, being 450 tons per week at each depot, or, say, 80 tons per day during each of six working days. This had been found in England to be a convenient quantity to be dealt with at a single destructor depot.

With regard to the composition of the refuse, the following comparison may be interesting :—

*First.*—In Sydney 50 per cent. more "house refuse" is collected from every 1,000 of the population than is the case in London.

*Second.*—The quantity of "street sweepings" and other wet soil from the streets was as nearly as possible in the same proportion to the whole of the refuse at Sydney as it is at Leeds, the difference being as 46 per cent. at Leeds to 41 per cent. at Sydney.

In the average London ashbin refuse there was 72 per cent. of combustible matter, and it might be assumed as probable that the "house rubbish" of Sydney was similar in character to the "ashbin refuse" of London; but in Sydney, of the entire material that is to be destroyed in the proposed destructors, only 41·6 per cent. would be of any value as combustible matter.



## 2. THE MOST PERFECT SYSTEM OF DESTRUCTION AND THE BEST TYPE OF DESTRUCTOR.

Sir John Fowler considered it desirable to refer to methods in use in England, not only in those towns which have the water carriage (or drainage) system of sewerage, but also in those which have not; because, although the City of Sydney was sewered, a large part of the suburbs was not.

He therefore furnished particulars obtained by the personal visits of his representative in such towns as Manchester, Warrington, and Rochdale, which have their sewage got rid of by water in a limited degree only, and of Leeds, Southampton, and the following London districts: Ealing, St. Pancras, Battersea, Whitechapel, Hornsey, and Leyton, which have their sewage taken away by water in culverts and pipes.

Broadly speaking there are two kinds of destructor for consuming house refuse—one may be called the low temperature system, which burns and partially destroys the material and offensive fumes; and the other the high temperature system, which completely destroys both material and offensive fumes. From a report drawn up in 1893 by the Engineer and Medical Officer of the London County Council, it appears that at that date, in a very large proportion of instances where destructors had been adopted, Fryer's and Warner's types were in use. These are "low temperature" destructors, although forced draught to increase the temperature is now frequently applied to them. But even at that time "high temperature" destructors were in use at Oldham and Leeds, of which the report speaks highly, and since that date improved types of the high temperature destructor have been introduced and worked with satisfactory results. In this report of 1893 it is laid down that to construct an efficient destructor the following condition must be complied with:—The temperature attained should be sufficiently high and the duration of exposure to the high temperature sufficiently long to prevent the possibility of escape of any undecomposed vapours into the chimney shaft.

Detailed particulars of the cost and working of the following types of destructors, viz., Fryer's, Warner's, Horsfall's, Beaman and Deas', and Meldrum's, were given fully; but the special characteristics of each type were only briefly referred to on the following lines:—

*Fryer's System.*—The destructors of Fryer, when first introduced in 1876, and which have been largely adopted since that time, have low temperature furnaces in which the heat of combustion is from 600° to 800°, which has been found to be insufficient of itself to destroy the offensive character of the gases passing off into the flues and chimney-shaft, and consequently a large proportion, over 80 per cent., of such furnaces have been fitted with an auxiliary furnace called a "cremator," through which all the fumes from the destructor furnace have to pass before escaping into the atmosphere. This auxiliary furnace is generally fired with coke or coke breeze, and a sufficient high temperature is thereby obtained to destroy in a great measure, but not perfectly, the organic mephitic gases before they reach the chimney-shaft.

*Warner's System.*—This system, called also the "Perfectus Destructor," has some improvements upon Fryer's; but it is still a low temperature furnace, with the same general defects as Fryer's.

*Horsfall's System.*—A great step in advance was made by the introduction of Horsfall's furnace a few years ago, and the main defects of all the earlier destructors were removed. In this destructor the gases escape through perforations in the reverberatory arch above the fire grate, at the end of the furnace remote from that at which the refuse is introduced, so that the vapours given off in the drying, and partial decomposition of the green refuse in the earlier stages of its passage through the furnace, are compelled to pass over and through the hottest part of the furnace, and thus become more effectually destroyed. There is also the additional valuable feature of a special forced draught produced by the application of a steam jet through a funnel-shaped aperture into the ashpit, which is closed in front. By this means the great heat of  $2,000^{\circ}$  Fahr. can always be maintained without difficulty, ensuring the complete destruction of all the fumes and gases, and the complete reduction of the refuse into clinker of the smallest volume. This type of destructor was first put into use at the town of Oldham, and is now adopted by Bradford, Salford, and, with modifications, at Leeds, and also at some Continental cities. This destructor undoubtedly conforms to the requirements laid down as essential for a satisfactory disposal of towns' refuse without nuisance.

*Beaman and Deas' System.*—A most important feature of this system is the fire bridge and combustion chamber. This chamber is formed between the fire bridge proper and the perforated screen or additional bridge situate nearest to the flues. Into this chamber hot air is introduced at the back of the fire bridge through small apertures communicating with the casing in the said bridge, in which the air is heated. The air thus heated, on coming into contact with the heated gases distilled from the refuse, enters into perfect combustion with them, producing a large volume of flame and an intense heat, which is transmitted direct to the heating surface of the boiler. The grate bars are level, fixed, and spaced very close together, the distance apart being less than one-eighth of an inch. The refuse is fed in at one end of the cell and passes down a steep incline immediately on to the grate. The gases pass off at the other end of the cell, over the fire bridge through the combustion chamber to the main flues. The combustion chamber forms a "mattress" chamber, and access to it is conveniently obtained on the ground level. A forced draught is provided by fans worked by steam from the boilers heated by the burning of the refuse. A temperature of  $2,000^{\circ}$  F. is produced in the furnace. Another distinctive feature of this destructor is that the charging platform is also the tipping. This necessarily leads to greatly reduced cost in the approach roads for the refuse carts, as not more than half the height of ordinary destructor tipping floors has to be reached by the carts. At the same time the facility of charging does not from experience appear to be impaired. This destructor also satisfactorily conforms to the requirements laid down as essential for a satisfactory disposal of towns' refuse without nuisance.

*Meldrum's System.*—The special features of this system are:—Forced draught by steam jets on Meldrum's system ensuring a very high temperature ( $2,000^{\circ}$ ) and complete combustion. The flues for the exit of fumes and gases of combustion being remote from the place of feeding, the gases must pass over the hottest part of the furnace and through the combustion chamber before reaching the chimney. The furnaces, when used as simple destructors, require neither tipping platforms,

approach roads, nor hoppers; but when continuous steam raising is desired a hopper to hold two days' supply of refuse is used, and in that case a tipping platform and approach roads become necessary. A fire bridge and combustion chamber is provided between the cells and the boilers, as in Beaman and Deas' arrangement. The grate bars are fixed level without any mechanical arrangement, and each cell is fitted with two pairs of counterbalanced doors, by which means one side of the fire (one fourth of the width) may be fresh charged or clinkered, whilst the rest remains at a high temperature, and thus the gases given off from any fresh refuse are always subject to great heat without the cooling which is experienced in single door furnaces when the doors are opened for clinkering. Another advantage claimed for it is that the complete combustion and cremation of the fumes ensured by the forced draught and large combustion chamber combined allows of considerable economy in the construction of the chimney, the height of which need only be sufficient to carry away the gases from the level of dwelling-houses, and not so great as would be required to produce draught. This destructor also completely fulfils the requirements laid down as before.

### 3. THE VARIOUS METHODS FOR THE UTILISATION OF HEAT.

The purposes to which the heat is applied are largely determined by local demands, and in almost every case the destruction of the refuse produces power, in shape of heat, which in the first instance is only utilised to a very limited extent. But the growing demand for electric lighting and electric traction has directed the attention of municipalities to the desirability of utilising a larger proportion of the surplus heat at their destructor works. The chief difficulty that presents itself for utilising the whole of the heat produced is the irregularity in the collection and quality of the fuel which is the source of steam power on the one hand, and in the variation of the demand on the other. The St. Pancras Vestry (London) has nearly completed an extensive electric lighting installation in connection with eighteen new destructor cells, and the burning of the house refuse is here expected to produce 500 horse-power as a reliable constant quantity. Particular attention was directed to the arrangements at St. Pancras for combining the destruction of refuse with electric lighting. At Ealing the heat from the destructors is an auxiliary source of power; at St. Pancras it is the main source of power, coal firing being the auxiliary. Whether the heat of destruction be utilised for generating electricity, or for any other purpose, the proper course for its most perfect utilisation is to provide boilers of adequate evaporative capacity, and to arrange that these boilers can be stoked with coal in the ordinary way whenever, in consequence of the insufficient quantity or inferior quality of the refuse, its steam-raising capabilities are less than required.

### 4. THE PROBABLE COST.

In order to arrive at a satisfactory result in regard to cost, the firms which make the five different types of destructors described were invited to send general plans of the arrangement each firm considered to be most suitable for dealing with 80 tons of refuse per day.

These general plans, specifications, and particulars received from the different makers were carefully analysed by Sir John Fowler, and the results furnished in tabulated form gives the comparative capital cost of the five different kinds of destructors, and the comparative annual working cost of the different types, with full particulars in each case.

## CAPITAL COST EXTRACTS.

	With Engines and Mortar Mills.	Without Engines and Mortar Mills.
	£	£
Fryer's .. .. .	—	11,440
Warner's " Perfectus " ..	11,772	11,272
Beaman & Deas' .. .. .	—	9,970
Meldrum's " Simplex " ..	11,886	11,036
Horsfall's .. .. .	16,691	16,011

## ANNUAL WORKING COST EXTRACTS.

	Total for year.	Per ton destroyed.
	£	s. d.
Fryer's .. .. .	2,778	2 3
Warner's " Perfectus " ..	2,769	2 3
Meldrum's .. .. .	2,353	2 0
Beaman & Deas' .. .. .	2,410	2 0
Horsfall's .. .. .	2,817	2 4

These annual costs are all calculated on the same basis, and include the sum required for repayment of capital by equal annual instalments, calculated at  $3\frac{1}{2}$  per cent. Beaman and Deas' furnaces as working at Warrington, and those of Meldrum Bros. as working at Rochdale, are superior to any others as economical destructors of refuse. But, assuming the Council decided to utilise the heat, it was desirable to consider very carefully a comparison of the merits of Meldrum's and Beaman and Deas' systems.

The following are the particulars of test performances of the two systems :—

The test with Meldrum's was in their special furnaces, fitted in front of two Lancashire boilers 30 feet by 8 feet with 36 inch flues, and taken at the Rochdale Sanitary Works, 1st March, 1895. This test was continued for six hours.

The test with Beaman and Deas' furnace, and one Babcock and Wilcox boiler, was taken at Warrington on 23rd and 24th November, 1893. This test was continued for twenty-four hours. The following table gives the comparative results. The nature of the fuel was unscreened refuse in each case.

	Meldrum's.	Beaman & Deas'.
Duration of trial .. .. .	6 hours.	24 hours.
Quantity of refuse burned per furnace per hour	2,128 lbs.	2,212 lbs.
Water evaporated per boiler per hour ..	350 gallons.	255 gallons.
Per cent. of clinker to refuse .. .. .	36%	27·9%
Average steam pressure .. .. .	113 lbs.	68 lbs.
Average temperature of feed-water .. ..	53° Fahr.	104° Fahr.
Temperature in combustion chamber before clinkering .. .. .	1,988° Fahr.	2,000° Fahr.
Temperature in combustion chamber after clinkering .. .. .	1,290° Fahr.	

The estimate for Beaman and Deas' arrangement based on their tender and drawings was £9,970, and that for Meldrum's based in like manner on their tender and drawings was £11,036 ; but it was necessary to point out that Meldrum's design was more elaborate and complete in its details and general arrangement.



For the purpose of a comparison, Sir John Fowler satisfied himself that, if Beaman and Deas' proposal was made equally complete with Meldrum's, the cost would be at least as much, if not more, namely, about £11,000.

On the whole, therefore, the selection appears to him to be between the two systems of Meldrum and Beaman and Deas', and for the reason previously set forth he recommended the adoption of Meldrum's.

Horsfall's system was very complete and carefully worked out, as appeared by their detailed description and drawings, but it possessed no superiority to compensate for the much greater capital and working expenditure.

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### LETHAL CHAMBER.

In connection with the establishment of the Lethal Chamber, which was completed in 1902, a communication was received from the Inspector-General of Police covering a report from Superintendent Brennan, of the Police Department. In this report it was stated that the total number of dogs seized by the police from the 16th February to 1st March, 1903, was 859; of these, sixty-eight were claimed and taken away, forty-eight superior dogs not claimed were liberated, and 745 destroyed.

To test the merits or demerits of the mode of destruction, Superintendent Brennan sent Senior Constable Fraser early in March, with the Council's officers, to Mount Rennie to witness the destruction of a number of dogs.

According to the description furnished by Senior Constable Fraser, one man entered the kennel, and seizing the dog passed him over the barrier to another man, who lifted him into the cart, and so until twenty-five, which constituted a load, were mustered, there being plenty of room and ventilation in the cart for that number. The journey to the Lethal Chamber, which is in a brick building adjoining the Garbage Destructor, situate at the east end of Moore Park, occupied twenty-five minutes. The chamber, which is constructed of strong sheet iron, with an air-tight door, was made by Messrs. Goddard, Massey and Warner, engineers, Nottingham, England, and is of the following dimensions:—Length, five feet six inches; height, four feet six inches; and width, three feet; about sixty-five cubic feet space. It is fitted with a cage made of iron bars and galvanised wire, and has two compartments, top and bottom. The cage has four wheels, and runs in and out of the chamber on two rails. Sixteen dogs, two of them very large ones, were placed in the cage; the door of the chamber was then shut and screwed up tight by means of several bolts. The operator or man in charge then emptied two pounds of chloroform, no other chemical of any kind being used, into a small copper cylinder, which is fixed on top of the chamber, and to which a tube is attached, which enters the chamber and then branches halfway down each side. A spirit lamp was then lighted and placed under the cylinder, and in this way the chloroform was conveyed to the chamber. An air valve on top is occasionally opened for a few seconds to allow the air to escape, and also to draw the chloroform freely through the chamber.

For the first ten minutes after the chloroform was turned on the dogs barked and yelped, the noise then suddenly dying away, but some of the creatures could be heard moaning or breathing heavily for thirty-five minutes. At forty-five minutes the chamber door was opened and the cage withdrawn; the dogs to all appearance were quite dead, and, but for one or two exceptions, there appeared no facial distortion nor trace of pain. They were then carted away and buried.

Senior Constable Fraser reported that he was of opinion that the method of destroying the animals was cruel, because of the pain which they must suffer in the Lethal Chamber before becoming insensible.

On this report Superintendent Brennan reported to the Inspector-General of Police that apart from sentiment he regarded the mode of destruction as barbarous, and he was satisfied that the destruction of dogs by chloroform, carbon dioxide, or any other gas was cruel and not suitable for police purposes, and that the method previously pursued was clearly the quickest and best.

In view of the serious nature of this report, I called for a special report from the City Health Officer on the matter. He stated that he had been present at the destruction of the dogs in the Council's Lethal Chamber on two occasions, and considered that the method of destruction by chloroform vapour was entirely free from any barbarity or cruelty. The time usually occupied by the whole operation is thirty minutes from the time of the closure of the door of the chamber until it is reopened, and on the reopening the dogs are always found dead. There is usually, but not always, some outcry from the animals during the first few minutes after the closure of the chamber door. This is usually of the nature of barking, followed by some whimperings, and does not indicate pain, but rather the state of excitement which animals all pass through in the early stages of chloroform narcosis. Dr. Armstrong stated that he had heard more outcry from the dogs when confined within the kennels at the depot at the Agricultural Ground than he had heard in the Lethal Chamber. Of the two occasions when he was present at the destruction of the animals, on one occasion the whole of the outcry lasted eighty-five seconds, and on the other just over two minutes. The heavy breathing (stertor) observed by the police occurs in all animals during chloroform administration, and is a sign that unconsciousness had supervened, but does not in any way indicate pain.

As to the question of the relative humanity of the methods of destruction of dogs by chloroform or other narcotic vapour on the one hand and by skilfully applied violence on the other, the City Health Officer is and always has been of the opinion that the latter is the most humane on several grounds; but the public cannot be convinced of this, and both in England and in this country it had been found advisable to construct and employ a lethal chamber for the use of narcotic vapours in order to avoid more violent methods of destroying worthless dogs. At the same time he was convinced that no means of destroying dogs without sudden violence could be devised more painless and free from any suspicion of cruelty than that employed by the City Council in its Lethal Chamber.

The total number of dogs destroyed in the Lethal Chamber during the year 1903 was 955.

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## SANITARY SCIENCE CERTIFICATES.

The certificates won at the examinations in sanitary science held in Sydney in December, 1902, by the local examining board of the London Sanitary Institute, were presented to the successful candidates by the Lord Mayor in February last year at the Town Hall; Dr. Ashburton Thompson, President of the Board of Health, and of the local board of examiners, also being present. Eight candidates presented themselves for the examination in sanitary science, and six were successful in obtaining certificates. As inspectors of nuisances, seventeen candidates out of twenty-seven who presented themselves for examination succeeded in satisfying the examiners.

The Lord Mayor, in presenting the certificates, gave a brief outline of the progress of the science of sanitation, from which it appeared that previous to 1847 there was no municipality in Great Britain employing a medical officer. Liverpool was the first to lead the way, and the example thus set was followed next year by London. By 1872 medical officers were employed by twenty-five municipal authorities, and sanitary inspectors by twenty-one. Since that time sanitary developments had been rapid throughout the kingdom, and these had been followed by a considerable decrease in the death-rate. The old idea had been that municipalities should confine their attention to the care of the streets and the parks, but that had been outgrown. The health and welfare of the citizens now came under the care of the municipalities. The Lord Mayor was glad to say that New South Wales had risen to a proper estimate of the dignity and importance of municipal work. Nothing was more important to the welfare of the citizens than the sanitary condition of the City. With regard to the City Council, it had been made a rule that no one should be appointed to the office of Inspector of Nuisances or municipal work connected with sanitation unless he held a certificate of the Sanitary Institute or the local Technical College.

The observations made by the Lord Mayor were endorsed by Dr. Ashburton Thompson, who dwelt upon the importance of sanitary science, and referred to the progress of the City in that direction under the Mayoralty of the Lord Mayor.

The successful candidates in the sanitary science examination included the following officers in the service of the City Council:—Roderick Aird Fraser, Thomas Annandale James, John Joseph Wright.

Certificates of Inspectors of Nuisances were presented to the following officers in the service of the City Council:—William David McNeill, Alfred Benjamin Norton, John Abberton, Arthur Blatchford Cox, Margaret Ellen Ferguson, Preston Lamb, John Henry Martin, William James Thompson, and Albert Austin Wallis.

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## SANITARY DEPARTMENT—LADY SANITARY INSPECTOR.

The appointment of a thoroughly qualified lady sanitary inspector in 1902 was viewed by many as an experiment, though personally I shared the views of the Lord Mayor that the appointment would be fully justified by results, and this has proved to be the case.

During the past year the lady sanitary inspector made 3,039 special investigations in relation to premises where females are employed, and 129 special investigations were conducted by her in connection with deaths from infantile diarrhœa.

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### DEATH RATE COMPARISONS.

In the annual report of the City Health Officer dealing with vital statistics it will be observed that the death rate of Sydney, that is Sydney as comprised within the boundaries of the City, is equivalent to 14·66 per thousand living, as against 14·12 for 1902, an increase of ·54. According to the official figures published by the Registrar-General of England and Wales, the death rate of seventy-six of the largest English cities and towns, including London, during the year 1903 was 16·3 per thousand, so that the death rate of the City of Sydney is 1·64 less than the death rate of the seventy-six cities and towns referred to by the Registrar-General.

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### INFANTILE DIARRHŒA.

The Council in November last, on the recommendation of the Health Committee, acting under the advice of the City Health Officer, issued a leaflet containing useful information and instructions for the guidance of those having charge of infants. In this circular it was pointed out that with the advent of hot weather diarrhœa in infants becomes very prevalent and kills many infants every year, and that diarrhœa might in great measure be avoided by the exercise of ordinary care. Dr. Armstrong laid particular emphasis on the fact that the best safeguards against the complaint are cleanliness of the house and yard or other premises adjacent, of the children themselves and of their food. The suggestions and recommendations made by Dr. Armstrong were heartily approved, and the circular was scattered broadcast throughout the City, and also forwarded to numerous suburban and country municipalities. Applications for copies were received from all parts of the State and also from parts of Queensland, and, generally speaking, the issue of the circular has been highly appreciated and has been productive of much benefit.

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### SANITARY DEPARTMENT—INFECTIOUS DISEASES.

The statistical returns furnished by the City Health Officer show that during the past year 694 notices were served on householders and investigations made, whilst in the case of schools notices were served and investigations made in 488 cases of infectious disease.

Notifications of scarlet fever were received in respect of 459 cases as against 187 for the preceding year, the number of dwellings disinfected by the Council's staff being 367, in addition to 66 which were disinfected by the occupant and certified to by a medical practitioner.



In diphtheria, 117 notifications were received against 87 in 1902, the number of dwellings disinfected by the Council's staff being 95, in addition to 9 which were disinfected by the occupant and certified to by a medical practitioner.

In typhoid fever, 194 notifications were received, as against 74 for the preceding year, 132 dwellings being disinfected by the Council's staff and 10 by the occupant and certified to by a medical practitioner.

Phthisis investigations were made in 93 cases, compared with 73 cases during 1902. In connection with these cases, 47 dwellings were disinfected by the Council, the remaining 46 cases refusing disinfection. These refusals to disinfect in fifty per cent. of the cases investigated calls for immediate action with a view to compulsory powers of disinfection being conferred upon the Council unless certificates of disinfection by the occupant are furnished as in infectious diseases generally by a medical practitioner.

The scarlet fever cases notified show an increase of 272, diphtheria cases an increase of 30, and typhoid fever cases an increase of 120. It is a matter of common knowledge that during the earlier months of the year 1903 a considerable epidemic of scarlet fever extended over the whole metropolitan area, which, although it abated very rapidly towards the close of the year, was sufficiently extensive to bring the number of cases notified in the City above that of any previous year since the introduction of notification. The average notifications for the previous five years amounts to 181 per annum. The deaths from scarlet fever numbered eight.

Diphtheria, which according to medical testimony is frequently found to prevail more than usual during the course of an epidemic of scarlet fever, caused more cases of illness during 1903 than the average, which for the previous five years was 62, while the number of cases notified in the year 1903 was no less than 120.

As regards typhoid fever, the five year average number of attacks from this disease is recorded as 145. The excessive proportion of cases of typhoid fever during 1903 was brought about by the occurrence of a localised epidemic which occurred in the low-lying district between Wentworth Park and George Street West during the later months of the year, and which was terminated by the exercise of very active measures of repression by the staff of the Sanitary Department.

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### COMPULSORY NOTIFICATION OF PHTHISIS.

Last year I had occasion to make reference to the proceedings of the Congress of the Royal Institute of Public Health in relation to the important question of the compulsory notification of phthisis. Supplementing the references then made, it is satisfactory to be able to report that the high-water mark of sanitary legislation in England was reached by the Sheffield Corporation Bill introduced into Parliament last year. In its earliest form the Bill contained clauses providing for the compulsory notification of tuberculosis of the lung—otherwise consumption—within the City of Sheffield. These clauses were, however, modified to some extent by negotiation with the Local Government Board, but still retaining their essential principle, they were subsequently approved

by a House of Commons Committee. The first clause makes consumption compulsorily notifiable, the effect being, as far as notification is concerned, to place the disease in exactly the same category as the other diseases scheduled in the Notification Act of 1889, and to provide the same penalties for the default of medical practitioners. The second clause empowers the Town Clerk and the Medical Officer of Health to require the cleansing and disinfection of buildings where such a policy is deemed desirable in order to prevent or check tuberculosis of the lung, and similar powers extend to "articles, books, things, bedding, or clothing" which have been exposed to infection of the same disease. The fifth clause provides a safeguard against tuberculosis being treated as an "infectious disease" otherwise than as sanctioned by these clauses, and another clause lays it down that the provisions are to be in force only for a period of seven years from the date of passing of the Act, unless, however, they shall have been continued by Act of Parliament or by provisional order of the Local Government Board confirmed by Parliament.

It may be interesting briefly to recall in connection with these interesting provisions of the Sheffield Bill the manner in which the principle of the notification of infectious diseases has advanced in England. That principle first appeared in a local Act, the provisions of which were afterwards copied in other local Acts, and became so general that in 1889 the system was made available to any sanitary authority who thought well to adopt it by the Notification Act of that year. The measure referred to proved immensely popular in many centres, and in the course of ten years had been adopted by all but a handful of pettifogging authorities, who were more anxious to save a few half-crowns every year than to raise the efficiency of the sanitary administration of their districts. The latter were the authorities who provided the bulk of the work for the Local Government Boards' Medical Inspectors, and reference to the reports of the local enquiries of these Inspectors between the years 1889 and 1899 will show how frequently it was found necessary to advise the adoption of the Notification Act. After the close of 1899, however, advice on this point was no longer required, for in the session of that year compulsion was very properly substituted for adoption with remarkable success. Some few authorities "saved their faces" by voluntarily adopting the Act of 1899 between the passing and the coming into operation of the compulsory measure, and the remainder had to put in force the principle with the best grace they could under the circumstances. Whether history will repeat itself in regard to the notification of consumption it would be idle at the present stage to conjecture, but Sheffield's excellent experiment will be carefully watched with profound interest by those whose care it is to combat one of the worst enemies of the public health.

The Board of Health of this State have had the matter under their consideration on several occasions, and, needless to say, they have taken steps to include compulsory notification of phthisis in a very comprehensive Public Health Amendment Bill.

On the question of the voluntary as distinguished from compulsory notification of phthisis, an admirable *precis* of information having special reference to the extent to which pulmonary phthisis occurs, as well as knowledge of the circumstances under which individual cases arise, was issued by the President of the Board, Dr. Ashburton Thompson, during the course of last year.

In this *precis* it is pointed out that the disease might be proclaimed under the Public Health Act. This plan, it seems, was discussed by the Board of Health some three or four years ago, and was then rejected on the ground that as the Act requires notification of infectious disease to be made to local authorities, there was reason at that time to fear that sometimes such authorities might act with unnecessary harshness in the case of phthisis, and, in short, that all useful purposes would be better served if publicity were avoided.

In the Amending Public Health Act, as already stated, clauses have been introduced making pulmonary phthisis notifiable to the Department only; the information would be regarded as confidential, and, as regards districts furnished with a Medical Officer of Health, would be referred to the Medical Officer of Health for enquiry and record. But the Amending Bill has not yet been introduced.

In the meantime local authorities who chose to take action under the Municipalities Act, section 130 (xxii.), which gives them power to make by-laws "providing for the health of the municipality, and against the spreading of contagious or infectious diseases," could make phthisis notifiable, and perhaps could pay a fee to medical practitioners who notified accordingly.

But Dr. Ashburton Thompson pointed out that perhaps something useful could be done in another way, and as an aid to the Medical Officer of Health for the Metropolitan District who, during the year 1902, carried out an investigation which promised to be practically useful, though necessarily as regards deaths only. In this connection Dr. Ashburton Thompson stated that it would be desirable to give notice through the press, suggesting to the public in general the desirability of voluntary notification to the Medical Officer of Health of every case of phthisis during life, with a view to giving such instructions as would tend to prevent infection of others, or on removal, or after death, so that necessary disinfection of previously occupied rooms may be done; that they be informed that such notifications would be regarded by the Medical Officer of Health as strictly confidential, or rather that no publicity would be given to them; and that at the same time a circular be addressed by direction of the Board to all medical men practising in the district seeking their voluntary co-operation.

While an important step towards preventing the spread of phthisis might be thus taken—by opportunity afforded for giving simple instructions by fly-leaf, and by disinfection of actually infected quarters—the Medical Officer of Health would be afforded an opportunity of gathering information which at present is entirely wanting, and of which his report for 1902 shows he would use to ultimate profit of the community.

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#### BY-LAWS—NOTIFICATION OF PHTHISIS.

The City Health Officer and myself have had several conferences with regard to a series of by-laws for enforcing the notification in the City of tuberculosis of the lungs and larynx, the object of such notification being to check the spread of a disease which causes annually more deaths than all other infectious diseases combined, and one which is now held to be very amenable to measures of precaution, and a draft series of



by-laws has been prepared and will be submitted to the Health and By-laws Committee in due course. These suggested by-laws provide in the first place for the notification of consumption by medical practitioners and by the head of the patient's household. In the case of notification by medical practitioners it will, if such by-laws are approved and confirmed, be necessary for the Council to pay a fee for notification, and in this connection it may be stated that the fees provided in the draft by-laws to be submitted for consideration or based on lines similar to those paid by the City of Sheffield, which is, so far as up to the present has been ascertained, the only locality in England where notification of phthisis is compulsory, it having been made so last year. The cost entailed to the City by enforcing the notification of phthisis on the basis of the fees suggested is at present problematical, and therefore cannot be set down with any degree of certainty, as the mean annual number of consumptives in the City is not known, but the City Health Officer estimates that the total will be less than £100 per annum. This estimate, the City Health Officer states, is based on a statement made by Dr. Louis Parkes, Medical Officer of Health for Chelsea, that the number of consumptive persons at any one time in London is probably equal to between three and four times the annual deaths from the same disease. Accepting these figures as applying to Sydney, and adopting the higher proportion as allowing the greater margin for possible error, the number of consumptives in the City of Sydney may, in the opinion of the City Health Officer, be estimated at five hundred and fifty or thereabouts, the recited figure being four times as great as the mean annual number of deaths in the City during the past three years. At the ordinary fee of two shillings and sixpence for each case, the number quoted would entail an expenditure of seventy pounds per annum, in addition to which must be reckoned the cost of stationery and printing rendered necessary by the adoption of the proposed by-laws, and a certain number of extra notification fees which would have to be paid for multiple notifications when a consumptive patient is attended by more than one medical practitioner. A further item of expenditure would no doubt be entailed by the extra labour imposed on the disinfecting staff by the disinfecting of dwellings from which consumptive persons have been removed; but as it is quite impossible to even approximately estimate how many dwellings would annually require to be disinfected on that ground, and as a staff is already maintained which disinfects houses in which a death from consumption has occurred, the City Health Officer did not include that item in his estimate, being of opinion that the amount would be very small. It will be observed that no clause has been inserted among the draft by-laws giving the Council power to enforce disinfection of dwelling-houses after they have been occupied by consumptives. The grounds for this omission are that the Council already possess the requisite powers under Section 182 of the City of Sydney Corporation Act.

Put concisely, the object aimed at by these suggested by-laws is the acquisition of information as to the location and movements of consumptive persons. But it must be remembered that no sort of restriction as to freedom of movement or other disability is sought to be imposed on any consumptive. At present the City Health Officer can only become aware of a case of consumption *after* the registration of the death of a patient, and although the dwellings formerly occupied by consumptives who have died are already disinfected by the Council, the necessary disinfection cannot be undertaken because there is no knowledge of infected dwellings which have been vacated by living consumptives.



The knowledge acquired by the enforcement of the by-laws which it is intended to submit would certainly lead to the disinfection of all dwellings vacated by consumptives from whatever cause, and would make it possible to disseminate among the households of consumptive persons of the poorer class information as to the best means of dealing with sputa, and otherwise taking precaution against the spread of infection. The City Health Officer is emphatic in his pronouncement that the statistics of phthisis in the City and suburbs during the past three years afford strong and convincing evidence of the good results which are likely to proceed from efforts towards the control of tuberculosis. While the phthisis death rate of the suburbs—always much lower hitherto than that of the City—has remained stationary at about .94 per thousand persons living, that of the City has, according to the figures submitted by the City Health Officer, fallen from 1.45 per thousand persons living in 1901 to 1.17 per thousand persons living in 1902, and still further to 1.05 per thousand persons living in 1903, or a total diminution of twenty-eight per cent. on the statistics for the three years. The City Health Officer is not in a position to furnish any possible cause for this great decline in the phthisis death rate of the City as compared with that of the suburbs which can be referred to any movements of population or other corresponding phenomena. On the other hand, he considers that the wide reforms in sanitary administration which the Council introduced in 1901, and which were continued during 1902 and 1903 with unabated vigour, and in particular the enforcement of ventilation in dwelling-houses, and the disinfection by the Council of dwellings in which deaths from phthisis have occurred, present themselves at once to the mind as having an incidental relation to the diminution of the phthisis mortality.

I heartily endorse the views of the City Health Officer with regard to the notification of phthisis subject to proper precautions, and consider the estimated amount of annual outlay could not be better employed.

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### CONSUMPTIVE DISPENSARIES.

At a meeting of the Council held in February last, a proposal was submitted by Alderman Dr. Wilkinson with reference to the spread of consumption, the matter being one which it was considered should be dealt with, not only in the interests of suffering humanity, but in the interests of the whole community.

The motion as submitted was to the effect "that in the interests of public health the Council is of opinion that the Health Committee should at once consider the expediency of introducing further measures for the prevention of the spread of consumption in the City, and that it be referred to the Health Committee accordingly." The Council agreed to the reference, and by so doing acknowledged that the key to voluntary notification as a means of prevention lies in the establishment of a dispensary or dispensaries for the purpose of treatment. It appears now to be almost universally recognised that the consumptive patient, from the earliest to the latest stages of the development of the complaint from which he suffers, is more or less of a menace to every healthy person with whom he comes in contact, and that something in the shape of preliminary work with respect to the relief of consumptive patients is a

matter of urgent necessity. This preliminary work, it is considered by many competent medical authorities, can be best achieved by establishing dispensaries for the treatment of consumptive patients.

On reference being submitted to the Health Committee, the matter was referred to the City Solicitor to report as to the power of the Council to expend money on the matter, and to the City Health Officer, City Surveyor, and City Building Surveyor for a report as to suitable site and cost of land and buildings.

In support of the proposal that the City Council should establish a dispensary, it was urged that such an establishment was necessary for the purpose of discovering the sources of infection. The establishment of such a dispensary would lead to voluntary notification, and without notification nothing could be done. When once cases of the disease were discovered, the sufferers and their friends could be instructed in the important matter of treatment. Further, an inspection could be made of the conditions under which the sufferers lived, with a view, if possible, to their remedy, and if the cases were in an advanced stage the premises could be disinfected. So that upon voluntary notification there followed instruction, inspection and disinfection, all of them indispensable links in the natural chain, whilst the important desideratum of personal liberty was not interfered with in any way.

The dispensary, it was claimed, would also be a scientific institution for the detection and discrimination of cases, which would then be grouped and treated accordingly. Some would be ambulatory cases, in which the sufferers would be able to follow their usual avocations; some would be cases for sanatoria, and some unfortunates would require to be sent to a central hospital if the conditions of their homes were such that danger of infection would be imminent.

The Council, in fact, held the key to the solution of the problem, not only for the prevention but also for the treatment of consumption on modern lines. So far as consumption was a disease, sanatoria would be a special charge upon philanthropic individuals. A special hospital for the treatment of consumptives would, it was considered, be rather a matter for the State Government, whilst a dispensary was a legitimate subject for municipal intervention.

According to the estimates submitted, the cost of a dispensary would not be great, the annual cost approximately being taken at £500 in all, distributed as follows:—Rent, £150; caretakers, including residence, £150; salary of physicians, £150 to £200; whilst, in addition, furniture would involve an outlay of about £300, but that would only be for the first year. In New York, it may be stated, there are no fewer than twenty-seven physicians employed in connection with similar institutions.

The City Solicitor subsequently reported that having regard to the provisions of the Sydney Corporation, he advised that the Council did not possess the requisite legislative authority to apply the City Funds to the purpose proposed, and consequently any expenditure on the suggested dispensaries would be illegal. Council subsequently decided, on the recommendation of the Health Committee, to instruct the City Solicitor to draft a clause for insertion in the draft Sydney Corporation Amending Bill, giving the Council the necessary power to allocate funds to the purpose named, and the City Solicitor has drafted a clause accordingly.

With regard to action taken in England in relation to this important subject, it is interesting to note that the Local Government Board has sent an interesting letter to the Council of the National Association for the Prevention of Consumption, describing the position it is in the power of the County Councils to take up in relation to the erection and maintenance of sanatoria. The Board states that under the Isolation Hospitals Act, 1893, County Councils are empowered to constitute hospital districts for the provision of hospitals for the reception of patients suffering from certain infectious diseases. Although pulmonary tuberculosis is not one of these diseases, the provisions of the Act may, under section 26, be applied to that disease by order of the County Council or any committee to which the County Council has delegated its powers in this regard. Any such order requires the approval of the Board. A County Council cannot itself provide a hospital under the Act of 1893, but when the Act has been applied as above, it may by order constitute one or more hospital districts for the provision of hospital accommodation for cases of pulmonary tuberculosis, and a hospital district thus set up by a County Council may, if so desired, comprise the entire county, subject to the limitations in section 2 of the Act of 1893. When a hospital district has been constituted, the County Council must constitute for it a hospital committee, which may consist wholly of representatives of the County Council, or partly, or representatives of the local area or areas included in the district, or may consist wholly of such local representatives. A hospital committee thus formed to deal with pulmonary tuberculosis may provide accommodation for cases of the disease, either by erecting one or more hospitals, or by entering into agreements for the use of any existing hospital or part of a hospital, or by arranging for the reception into any hospital of persons suffering from the disease; or one hospital committee may arrange for the reception of its patients into the hospital of another committee. The results of this letter are not yet to hand.

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### NOTIFICATION OF DISEASE.

An intimation was received from the City Health Officer in March last stating that no notification had been received by the Health Department with regard to a patient whose death had been registered as typhoid fever at the Sydney Hospital. By neglecting to notify this case to the local authorities the Sydney Hospital committed a breach of the Public Health Act and incurred liability to a penalty not exceeding five pounds. Attention was also directed to the fact that this was not the first occasion upon which the Sydney Hospital had been guilty of similar neglect, and upon the matter being represented to the Health Committee, it was resolved that the Hospital authorities should be written to informing them that unless the Act was complied with legal proceedings would be instituted against them.

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### INFECTED CLOTHING WAGGON.

The City Health Officer in June last reported that in his opinion it would be desirable that steps should be taken for procuring the necessary vehicles and horse to provide for a regular service for the



conveyance of infected articles of clothing, bedding, etc., from dwellings to the disinfecting apparatus, and returning them to the dwellings when disinfected; and the Health Committee was asked to give authority for the necessary expenditure to be incurred.

The machinery required for this work included the provision of two light vans, one of which it is intended should be closely covered with wood lined with metal, so as to permit of thorough complete disinfection of the interior. This vehicle the City Health Officer proposes to utilise in carrying the infected goods from the dwelling to the disinfector. The second vehicle is for the return of clean and disinfected goods, and need not necessarily be of so complicated a construction as the former one. A light spring van, with a waterproof canvas tilt, will, it is considered, be sufficient for this work. To complete the outfit, a light van horse and a set of harness will be requisite. The Superintendent of Corporation Assets obtained tenders for the vans, and the sum of £100 already voted by the Council in this connection it was estimated would be sufficient to cover the whole expenditure.

The City Health Officer stated that he had gone into the matter very fully with the City Surveyor, and had learnt from him that sheds attached to the old common ranger's house, not far from the destructor at Moore Park, will serve temporarily for the storage of the vans. The horse for the present it was proposed should run upon the portion of Moore Park in which the cottage is situated, and further, the City Surveyor reported that at the outset the services of a labourer, who is a competent driver, and who is employed at Moore Park, would be available to drive the vans when required, and the portion of his time so occupied could be charged to the Sanitary Department. It is to be noted that at present the calls upon the services of a driver for the vans would be intermittent and very irregular, and it would not appear to be advisable to appoint a man specially for this work, when possibly he would only be employed five or six hours a week. As the work of the disinfector increases, which, in the opinion of the City Health Officer, it will certainly do before long, fresh arrangements can be made to suit the condition of affairs which arises.

In the event of the above arrangement appearing to be satisfactory to the Health Committee, the City Health Officer proposed to arrange that the driver of the van, who would be notified of the need of his services the day before he is required, should harness the horse to the infected vehicle and drive to the house from which the infected articles are to be removed at the prearranged hour. At the house he would be met by the disinfecting labourer, who will place the infected articles in the closed van without any assistance from the driver. The van would be driven to the disinfecting chamber at Moore Park, where the disinfector attendant will remove the infected articles from the van and pass them into the disinfecting chamber on the infected side, and will attend to the process of disinfection. While this process is proceeding the driver would drive the infected van to the stable, and unharness the horse and reharNESS him into the clean vehicle, which he will drive back to the disinfecting chamber. Here the driver of the van will himself remove the now disinfected articles from the clean side of the disinfecting chamber, place them in his van, and return them to the dwelling. By this procedure no person who has handled the infected goods will touch them after disinfection and all danger of reinfection will be obviated.



A specification was prepared and tenders invited accordingly, but on consideration thereof the City Health Officer reported recommending a postponement, he having just then received particulars of a newly invented vehicle for the particular purpose required, which he was desirous of investigating with a view to reporting on it to the Committee if suitable to the Council's work.

The Committee agreed to the suggested postponement, and the matter was thereupon deferred accordingly.

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### DISINFECTION AND DISINFECTANTS.

The sterilisation of disease germs is one of the most important subjects that can engage the attention of the local authorities. Disinfection has now reached such a stage of perfection that it has ceased to mean simply "purification." A true disinfectant, it is now admitted everywhere, must not only mask the smell, but must destroy or kill the germs that give rise to it. It should also be a substance that will kill germs which act injuriously on the higher forms of life without having any marked action upon such higher forms, and it must likewise be efficient in effectually destroying the spores of pathogenic organisms, which as a rule are more resistant than the germs which form them. It is true that in most cases a noxious smell accompanies a decay, and therefore any substance which permanently removes the smell must necessarily cause the cessation of the decay ; but the gradual accumulation of facts by biologists has led the chemists to realise that the removal of the odour is not, after all, the only or, indeed, the chief work required to be done, and the use of fumigations with nitrous acid, hydrochloric acid, and chlorine and other pungent bodies which had been recommended has fallen into disfavour, and to-day there is wide scope for the production of all kinds of good disinfectants.

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### SMOKE NUISANCE ABATEMENT.

A well-known member of the Legislative Council last year directed the attention of the citizens to the question of the smoke nuisance and the alleged neglect of the City Council in dealing with the matter. Unworthy and unjust reflections were made upon the Council, both directly and by implication, betraying on the part of the person complaining—a law-maker, be it remarked—an utter ignorance of the law upon the subject. Reference was also made to an intimation which appeared in the columns of the local press in January, 1901, to the effect that attention was at last to be given by the City Council authorities to the smoky chimney nuisance ; the Mayor, Sir James Graham, having intimated that a series of by-laws dealing with the smoke nuisance and cognate matters were before the Executive Council, and in all probability would be assented to in a few days. The member of the Legislative Council referred to then proceeded to remark that it was sad to think that nothing had been done to stop this abominable nuisance, and that after the lapse of more than two years people continued to be slowly poisoned by the dense smoke and smuts belched from thousands of furnace mouths all over the City,

and which was subversive of public health. With the tenor of the observations as to the deleterious effects of the smoke nuisance on public health I heartily agree, but I join issue on the allegation that the City Council has made no effort to remedy the existing condition of things, for such an allegation is in every particular absolutely devoid of truth.

The City Council during the Mayoralty of Sir James Graham and his successor did everything in their power to cope with the evil, but their efforts in this direction were rendered nugatory and entirely frustrated owing to the present state of the law, which as it now stands on this question is a model of stupidity and ineptitude.

The whole of the circumstances and the whole of the facts in connection with the proceedings, which were instituted with the object of compelling an abatement of the smoke nuisance, were detailed at length in my Annual Report for 1902, and it is therefore unnecessary to again recapitulate them. Suffice it to say once for all that owing to the fact that a congested Legislature cannot proceed with municipal business of an urgent nature, the smoke nuisance remains, and is likely to remain a disgusting nuisance throughout the City until such time as the Government of the day can find sufficient time from other exacting duties to pass a measure conferring upon the City Council the necessary powers to deal effectively with this and kindred nuisances.

The Government has on more than one occasion had representations made to it with regard to the true facts, and requests have been preferred that the necessary remedial measures should be enacted, but so far without avail; and the fact, therefore, that the nuisance remains unchecked and unabated, and that manufacturers are allowed to work their own sweet will in poisoning the atmosphere, is one for which the Government and the Legislature alone are responsible, and not the City Council, as is so frequently and so ignorantly alleged through the columns of the public press.

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### NIGHT REMOVAL OF REFUSE.

The Health Committee for 1903 signalled its appointment to office by taking into consideration at the first meeting of the year the question of the continuance or otherwise of the system of removal of garbage by night. In accordance with instructions, the City Surveyor submitted a report to the effect that although the three months' experimental trial of the removal of garbage by night expired on the 13th October the system was still in operation. On the commencement of the work the City Surveyor had no doubt that the system could be carried out satisfactorily, and considerable public advantage be derived therefrom subject to certain provisoes which in the light of subsequent events were fully justified, namely, that the men worked loyally and were not encouraged in their attempts to bring about an alteration.

At this stage it is scarcely necessary to recapitulate in detail the principal objections which were urged against the system except as a matter of record for future reference. These objections, as a matter of fact, when analysed, were reduced to the rumbling of the carts, the barking of dogs, and the noise made by the employees of the Council when shovelling and shouting. The first-named objection was overcome by the introduction of new covered carts, which were quite noiseless. It is

true that the members of the canine race were somewhat of a nuisance at first, but so soon does familiarity breed contempt, the dogs speedily got accustomed to the men on the round, and the noise of the shovel and the shouting were being gradually lessened. The City Surveyor on many occasions was out during the night in order to make himself thoroughly acquainted with the alleged disadvantages appertaining to the system, and he reported to the Health Committee that he had met with very few people who would like to revert to the day system. After the experience acquired the City Surveyor expressed himself as confident that with a free hand the night system could be very much improved, and the citizens themselves would eventually admit, notwithstanding the alleged drawbacks, that night removal of garbage is the least objectionable system. It was urged in some quarters that it was unnatural to work a man and beast at night, but in a hot climate such as that which prevails in Sydney it had been clearly ascertained that both could and did work better. This assertion was clearly demonstrated by the fact that the men completed their rounds much earlier in the night than they did in the daytime, and the horses were looking in better condition. Since the system of night removal of refuse had been adopted the workmen had spare time during the day in which to transact any private business, and this had been highly appreciated by many of them. The difficulty of doing the work as well and as expeditiously in the night time as in the daylight was one which also could be satisfactorily overcome by practice, and if such an argument was used seriously against the night work it was undoubtedly a serious reflection on the lighting of the City. From personal considerations the City Surveyor expressed a decided preference that the removal of refuse should be undertaken in the day time, but he felt convinced that for the health of the people, for diminution of the plague of flies, and foul, noisome and offensive smells, for absence of rows of unsightly garbage boxes in the streets and lanes of the City, and which are so noticeable and objectionable by day, the night system was a great improvement upon the method adopted during the day. With these views I most heartily concur.

It was suggested on several occasions during the experimental period, when the outcry was more than usually severe, that the City proper should be done at night and the residential portions in the daytime, but, as the City Surveyor pointed out, this was merely reverting to the old system, which had been tried and found wanting. In the opinion of the City Surveyor, the City cannot properly be cleaned at night, as to be done properly it must be done between 5 a.m. and 7 a.m., and this for many and obvious reasons. It was admitted that with the new covered carts on springs there would not be the same objection to the unsightly dirty carts passing through the City day by day, and the same may with equal truth be said of the rows of unsightly garbage receptacles, that is always provided that the Council insist upon all residents providing their premises with a suitable covered receptacle. The views and opinions of the City Surveyor gave rise to protracted discussion, the Health Committee being unanimously in favour of the discontinuance of the night system. In support of the Committee's view it was explained that at the last meeting of the Health Committee of the retiring Council held in the month of November, and just prior to the election of the new Council, an expression of opinion was given to the effect that in view of the fact that the carrying out of the work at night had proved unsatisfactory—notwithstanding that the City Surveyor had reported in favour of the continuance of the system of night removal—and that

the citizens had petitioned for its discontinuance, and that such petitions included one from the medical men of the City, which was largely signed, it was time the practice was stopped. On the occasion referred to the Committee unanimously decided that when the three months' experimental period had expired the system ought to be discontinued, and a resolution was passed that the City Surveyor should be instructed to prepare a report upon the advisability of the discontinuance of the night removal of garbage. It was subsequently stated at the next following meeting of the Committee that it was then generally understood by members of the Committee at that meeting that the City Surveyor would base his report upon the expressed opinions of the Committee, and it was the intention of the Committee to recommend to the Council the advisability of reverting to the day system, and to have such recommendation backed up by a report from the responsible officer. After further discussion it was unanimously resolved that the City Surveyor's report on the night removal of garbage be received, and that the Committee recommend to the Council that the system of the removal of garbage by night be discontinued except so far as the business portion of the City is concerned, and the Council revert forthwith to the system of removal by day in the residential portions of the City, and the City Surveyor instructed accordingly. This recommendation was subsequently approved and adopted by the Council.

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### TRADE REFUSE.

Considerable difference of opinion has existed for many years as to the exact line of demarcation to be drawn between "trade refuse" and "house refuse," and litigation has in some instances ensued, which has in its results been of an educational character tending to upset many preconceived and apparently erroneous notions on the subject. That the matter is an important one in its relation to the finances of a municipal authority is beyond contradiction.

During the course of last year the municipal authority with which I was formerly connected officially—the Westminster City Council—being desirous of an authoritative opinion as to the particular classes of refuse for the removal of which the Council are entitled to payment under the provisions of the Public Health (London) Act, 1891, decided to submit the following case to Mr. Cunningham Glen, an eminent and generally recognised authority on public health law :—

Section 30 of the Public Health (London) Act, 1891, enacts that it shall be the duty of every sanitary authority to secure the due removal at proper periods of house refuse from premises, and the due cleaning out and emptying at proper periods of ashpits, etc. Section 33 enacts that the sanitary authority shall, if required by the owner or occupier of any premises, remove any trade refuse, and the owner or occupier shall pay a reasonable sum for such removal. Also, if any dispute or difference of opinion arises as to what is to be considered trade refuse, a Petty Sessional Court, on complaint, may determine whether the subject matter of the dispute is or is not trade refuse. Section 141 of the same Act defines "house refuse" as ashes, cinders, breeze, rubbish, nightsoil, and filth, not including trade refuse; and "trade refuse" as the refuse of any trade manufacture, or business, or of any building materials.



Varying practices prevailed in the City prior to the appointment of the City Council. In some cases trade refuse was removed upon a requirement and charged for, while in others all refuse was removed without distinction. Although the Council are only to remove trade refuse upon requirement by an owner or occupier, the work in this connection is extensive, and the Council are desirous, with the advice of counsel, of laying down some rules for general observance.

The following is a list of descriptions of refuse arising from the carrying out of the various trades mentioned therein :—

**EATING HOUSES, COFFEE SHOPS, AND RESTAURANTS.**—Shop sweepings, parings of vegetables, waste fruit and food, etc.

**GREENGROCERS.**—Shop sweepings, packing materials for goods, saw-dust, etc.

**JAM AND PICKLE MANUFACTORY.**—Waste fruit, broken bottles, and general refuse from a factory, furnace ashes, and clinker.

**PRINTING OFFICES.**—Clinker from engines, waste paper, and general refuse from compositors' room, paper warehouse, etc.

**GAS ENGINEERS.**—Chalk powder refuse.

**CHEESEMONGERS AND GENERAL PROVISION STORES.**—Refuse from cheese, etc., packing of goods, boxes, and general refuse and bad eggs.

**COVENT GARDEN MARKET.**—Waste fruit, decayed vegetables and general refuse, sundries from the market on the premises of occupiers.

**PRIVATE HOUSES.**—Rubbish caused by the renovation of houses and premises, such as brick rubbish, paper from off walls, and general débris.

**HOTELS.**—Clinker refuse from furnaces used for heating, generation of electricity, ashes from fires, general refuse from rooms, and from servants' rooms, and also vegetables, vegetable parings, and general kitchen refuse.

**THEATRES.**—Sweepings from theatre floors, and the refuse from scene painting and property painting.

**OYSTER MERCHANTS.**—Oyster shells and sweepings from shops.

**FISHMONGERS AND POULTERERS.**—Refuse from fish cleanings, entrails and general shop sweepings.

Counsel was also asked to advise :—

1. Which of the matters referred to in the above list should be dealt with as trade refuse within the meaning of the Public Health (London) Act ?
2. Which of the matters (if any) should be dealt with as house refuse ?
3. Which of the matters (if any) should be dealt with in one set of circumstances as trade refuse and in another as house refuse ?
4. Whether refuse derived from premises used for the purpose of a trade, manufacture or business, but not derived from the products of such trade, or in direct connection with the carrying on thereof, should be dealt with as house refuse ?  
For instance :—

(a) The ashes from fire-grates or furnaces used for warming the premises.

- (b) The sweepings from a shop used for the sale of goods and not for their manufacture.

5. And generally.

Through the courtesy of a former colleague I have been furnished with a copy of Mr. Cunningham Glen's opinion as follows :—

1. The following matters are, in my opinion. "trade refuse," within the meaning of that term in Section 33 of the Public Health (London) Act, 1891, namely, waste fruit, broken bottles, and general refuse from the manufacture of jams and pickles, and the ashes and clinkers from the furnaces in the process of the manufacture.

Clinkers from engines, waste paper, and general refuse from compositors' rooms and paper warehouses in printing offices.

Chalk powder, refuse from gas and general engineering works.

Refuse from packing of goods and from carrying on trades so long as such refuse is not of a domestic nature.

Rubbish caused by the renovation of private houses and premises which can properly be described as building materials, *i.e.*, such things as are used by builders in erecting and completing a house.

2. All the matters not specified in the answer to the first question should be dealt with as "house refuse."
3. The refuse, to be trade refuse, must be refuse arising solely from the carrying on of a trade, manufacture, or business, or from building materials. If any refuse arises from a process which, though carried on for trade, business, or manufacturing purposes, is also carried on for domestic purposes, such refuse is, in my opinion, house and not trade refuse.
4. These should be dealt with as "house refuse."
5. It is extremely difficult to deduce any principle from the judgments in the cases in which the question as to what is and what is not "trade refuse" has arisen. The conclusion at which I have arrived, however, is that the main distinction between "house refuse" and "trade refuse" is that the former is refuse of a domestic character, and that is to say such as arises from the ordinary incidents of domestic life, and the latter is refuse which can only arise from the carrying on of a trade, manufacture, or business, or is the refuse of building materials.

This opinion is very important, and it is corroborated by quotations from three cases. In the first case on the subject, namely, *LYNDON v. STANBRIDGE*, 26, L.J., Ex. 286, "house refuse" was described by Lord Bramwell as "house occupation, inhabitancy, or domestic rubbish," and this was followed by the Queen's Bench Division in the last case on the subject, *viz.*, *THE LONDON AND PROVINCIAL LAUNDRY COMPANY v. WILLESDEN LOCAL BOARD*, 1902, 2 Q.B., 271.

In the *VESTRY OF ST. MARTIN'S v. GORDON*, 1901, Q.B. 61, the Court of Appeal held that the fact that refuse resulted from the carrying on of a trade, business, or manufacture was not sufficient to render such

refuse other than "house refuse" on the ground that the trade there resulted from a process carried on for a domestic purpose. Mr. Cunningham Glen considers that it is very probable that the words "but does not include trade refuse" were introduced into the definition of "house refuse" in Section 141 of the Public Health (London) Act, 1891, in consequence of the decision of the Court of Appeal; but even if this was so, it is still necessary to consider whether or not refuse is "trade refuse," and the decision in the case of the *VESTRY OF ST. MARTIN'S v. GORDON* shows that it is not trade refuse when it results from a process carried on for a domestic purpose. For these reasons Mr. Glen is of opinion that the refuse arising from the eating-houses, greengrocers and cheesemongers' shops and provision shops, and from premises in Convent Garden, and from oyster merchants, fishmongers, and poulterers' shops, which refuse is similar to that arising from the ordinary domestic occupation of premises, does not become "trade refuse" on account of its quality.

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### STREET TIPPING.

At a meeting of the Tip Carters' Union of New South Wales held in May last it was decided to use every endeavour to put a stop to what is known as "cronk tipping," and with that object in view a communication was received by the City Surveyor requesting that officer to consider the matter of increasing the staff of inspectors and also procuring the active co-operation of the police. The Union on their part intimated that they were prepared to do everything possible to render assistance in coping with the evil, and they state that they entertained the opinion that two additional tipping inspectors would prove a very good investment, as the amount of fines recovered and the decreased cost of reshifting "cronk tips" would more than cover the cost incurred. Appreciation of the Council's Inspector was expressed, but in the opinion of the Union he suffered by being too well known and also by not being able to be in more than one place at a time.

On consideration of this request the City Surveyor reported that the officers of the Cleansing Department have given every attention for some time past to the subject of tip carting and the depositing of loads in the streets and lanes of the City, but that the suggestions made were worthy of consideration and support. All the gangers in the service of the Council were instructed to keep a watchful eye on the tip carts, and the Police Department communicated with, not only with regard to tipping but to the slipping of spoil along the streets; also that the transit regulations regarding the display of correct names and addresses on the carts should be rigidly administered. On the City Surveyor suggesting that assistance might be given not only by one special inspector from the Sanitary Department, but by every inspector employed in that branch of the service rendering assistance in stopping the undesirable state of affairs which existed, I instructed the City Health Officer accordingly, and he reported that two inspectors are specially detailed from the Sanitary Department for the prevention of tipping spoil and rubbish on the streets and lanes, and, in addition, the staff generally had instructions to take action in the same direction whenever in the course of their regular work a case of tipping in the public ways came under their observations. The Inspector-General of Police also stated that the matter had received the special attention of the police, and during the

preceding few months nineteen persons had been prosecuted for tipping spoil, not having names on carts, etc., and that every attention would continue to be given to the subject by the metropolitan police.

The Works Committee on considering the question thought it would be advisable to pay one half of any fine obtained on conviction to any person giving such information as would secure the conviction of any offender, and a recommendation was made to the Parliamentary and By-laws Committee to consider the propriety of drafting a by-law accordingly.

The City Solicitor advised that in view of Section 209 of the Corporation Act the Council had no power to make a by-law providing for the half or any other portion of a penalty to be paid to an informant on a conviction under that Act. With regard to a minimum penalty, as the Act only authorises the Council to fix the maximum penalty, he was of opinion that the Council had no power to fix a minimum penalty. It appeared to him, however, that clauses might be inserted in the Amending Corporation Bill, and the following draft clauses to be inserted in such Bill were submitted :—

Section 200 of the principal Act is hereby amended by the omission therefrom of the words : “ And the Council may by any such by-laws fix the maximum penalty for every offence against such by-laws or any of them not exceeding the penalty if already lawfully fixed for the same offence and in any other case not exceeding ten pounds,” and the insertion in lieu thereof of the words : “ And the Council may by any such by-laws fix the maximum and minimum penalty for every offence against such by-laws or any of them, the maximum penalty not to exceed the penalty if any already lawfully fixed for the same offence, and in any other case not to exceed ten pounds.”

Section 209 of the principal Act is hereby amended by the addition of the following proviso at the end of the section :—  
“ Provided that the Council may whenever it thinks fit so to do pay any portion not exceeding one half of any penalty recovered hereunder to the person on whose information the Inspector of Nuisances initiates the proceeding to obtain the conviction under which such penalty shall be awarded.”

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#### CITY CLEANSING—STREET FLUSHING.

As the result of certain enquireis which were made by the officers of the Metropolitan Board of Water Supply and Sewerage with regard to the amount of water used for street cleansing in Boston, New York, and Kensington, one of the Metropolitan Boroughs of London, the following information was received.

In the City of Boston all paved streets are swept from one to six times a week at night, the number of times depending on the locality and the amount of traffic. This sweeping is done with machines drawn by horses, which sweep the dirt into the gutters. There it is piled and removed by carts.



There is an auxiliary force in the day time in the business part of the City. These men pick up the horse droppings and litter, putting them into either small bags or barrels carried on a small frame pushed by hand.

A new experiment is being tried on the asphalt streets. This consists of flushing the streets at night with a one and a half inch hose, and squeegeeing or sweeping everything into the gutters and from thence into the catch basins. This has only been done on one street, but has been found very satisfactory, removing the grease, which causes the horses to slip, and doing away with the necessity of watering for dust in the daytime.

In New York water is not employed at all for the purpose named excepting occasionally or under special conditions. The pavements are cleaned by hand-sweeping, and the sweepings then removed by carts. The use of water for purposes of cleansing streets is very unusual in American cities, there being few cities whose water supply is abundant enough to permit of its use for this purpose.

In the Royal Borough of Kensington, London, the woodpaving is washed nightly when required in summer, and less frequently as required at other times. The surface is gone over two or three times by water vans, and surface left to soak for two or three hours. Horse brooms are then put on and the roadways swept to within three feet of the kerb, and the refuse swept up is left to drain until the street scavengers commence at 6 a.m., when the residue is immediately swept into heaps and carted away. The Metropolitan Water Companies are paid five shillings per one hundred super yards of surface for water used for the above purpose and for sprinkling.

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### CITY THEATRES—SANITARY CONVENIENCES.

Owing to numerous and repeated complaints with regard to inadequate provision of sanitary conveniences in connection with the City Theatres, the Health Committee in September last authorised a special inspection thereof to be made by the City Health Officer, which was accordingly done.

Generally speaking, the accommodation of this character provided for the public was found to be somewhat scanty. In two of the most recently constructed theatres there was in all respects sufficient and satisfactory accommodation, but unfortunately this was not the case in the majority, although ample provision for the employees and staffs appeared to exist in all the theatres.

As a matter of record the following summary is submitted as indicating the conditions ascertained on visiting each theatre :—

The Criterion Theatre has seating accommodation for 1430 persons. Two water-closets and two urinals are provided for the public and three water-closets and a urinal for the use of the various artists and employees. The public water-closets are provided for the use of the ladies occupying the dress circle. All sanitary conveniences were found in satisfactory positions and well constructed.

The Lyceum Theatre, with seating accommodation for 1780 persons, is provided with three water-closets for the use of the staff and four water-closets and two urinals for the public. The ventilation of several

of the conveniences at this theatre is less than satisfactory, and the walls of the apartments require minor repairs and renovation to plaster, etc.

The Palace Theatre has seating accommodation for 1150 persons. Two water-closets are provided for the public and three for the staff. The public conveniences are for the use of the dress circle only.

The Tivoli Theatre has seating accommodation for 1400 persons. Five water-closets and three urinals are provided for the public and seven water-closets for the staff. All conveniences were found in good structural condition.

The Theatre Royal has seating accommodation for 1880 persons. One urinal and two water-closets are provided for the public and three water-closets for the staff. The sanitary accommodation at this theatre is undoubtedly deficient. The ladies' water-closet in the dress circle is badly situated and without satisfactory natural ventilation.

Her Majesty's Theatre has seating accommodation for 1804 persons. Nine water-closets and six urinals are provided for the staff. All parts of the theatre are well provided for.

The Gaiety Athletic Hall has seating accommodation for 1900 persons. One water-closet only is available for all comers. The accommodation is very deficient and gives rise to considerable inconvenience to patrons of the hall, and occasionally leads to the production of nuisances.

The Golden Gate Athletic Club will seat 400 people, the accommodation consisting of benches and a few chairs only. There is only one urinal and water-closet, which is badly situated and of inferior style of construction.

The National Sporting Club has seating accommodation in the hall for 1800 persons, and there are four closets and urinals of recent and satisfactory type.

The Queen's Hall has seating accommodation for 591 persons, with a range of three water-closets and one urinal for the public, and one pail closet in the basement for the use of the lady artists engaged in performances in the hall.

The Health Committee on considering the matter decided to instruct the City Health Officer to take proceedings where any nuisance existed owing to defective sanitary accommodation. The City Health Officer in a subsequent report stated that action could only be taken where an actual nuisance could be proved to exist. In the case of two of the halls used for athletic exhibitions, it is believed that nuisances do arise from time to time owing to the insufficiency of accommodation and situation of the conveniences—the actual drainage connections being in good order—and the inspectors had been detailed to visit these places on exhibition nights, and it was intended to initiate prosecutions the first time that actual nuisance could be proved to exist. In the case of theatres where the accommodation is considered to be deficient no action could be taken, because in no case could the deficiency be said to amount to an actual nuisance. The City Health Officer considered it probable that the Council had power to frame by-laws regulating the amount of sanitary accommodation to be provided at places of entertainment, and if this was found to be the case the construction of such by-laws offered the best method of dealing with the matter.

The City Solicitor, however, on being consulted reported that he did not think the power to make by-laws for the promotion of public health and decency authorised under Section 300 (F) of the Sydney

Corporation Act, 1902, would enable the Council to make by-laws to meet the cases referred to, and he was strengthened in this view by the fact that under section 175 the Council is enabled to make by-laws prescribing the extent of closet accommodation to be supplied for dwelling-houses, factories or other places of business, but no mention is made therein of places of amusement. He was not aware of any other power that the Council possessed in this regard, and was therefore of opinion that the Council had no power to make a by-law as desired.

Nothing further has been done in the matter beyond making provision in the amending Corporation Bill for the licensing, regulation, control and good government of all theatres, etc., in the City, and if such provision is passed in the form as drafted it will confer on the Council the necessary power and authority.

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### UNDERGROUND CONVENIENCES.

The receipts from underground conveniences amounted to £721, as against £695 last year. It is intended during the current year to recommend that the conveniences situate in Moore Street should be remodelled in order to meet requirements.

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### PUBLIC CONVENIENCES—FEMALE ATTENDANT.

The Superintendent of Assets recommended last year that the Women's Public Lavatory situate at the Queen Victoria Markets be remodelled on the type of the present underground conveniences. The Council voted a sum of £285 for the construction of a women's lavatory over the existing Public Lavatory, and it was suggested that this sum could be applied with greater advantage in remodelling the lavatory and bringing it more into harmony with modern requirements, as two lavatories of the same class and in the same building are not needed. The Superintendent of Assets also reported that until the Public Lavatory was remodelled as suggested, combined with the imposition of a charge for use, he could not recommend the employment of a female attendant as suggested by a deputation to the Lord Mayor, as he considered the life of a female would not be safe under the circumstances existing owing to the very rough and lawless class frequenting the lavatory.

A joint report was subsequently submitted by the City Building Surveyor and the Superintendent of Assets, making the following recommendations :—(1) That owing to the present position of the existing Women's Convenience and its distance below the level of the street, the original idea of constructing a special convenience at the Market Street end of the building, York Street side, by entering from the first landing of the staircase leading to the basement, be carried out in accordance with a resolution previously passed by Council ; (2) that the present Women's Convenience be remodelled on the type of the underground convenience for men. A suggestion had also been before the Finance Committee to construct a Women's Convenience in Market Street at Pitt Street, but owing to the narrowness of Market Street at the point selected the proposal was negatived.

The Finance Committee visited and inspected the conveniences and decided upon the appointment of a female attendant as an experiment for three months, the rate of pay to be £1 5s. per week, and the attendant to be in attendance from 9.30 a.m. to 6 p.m.

At the end of the experimental period it was reported that the sum of £27 10s. had been taken, averaging weekly £2 0s. 6d., and that the expenditure incurred on account of wages, general maintenance and sundry repairs amounted to £2 per week. Furthermore, general satisfaction had been expressed by ladies using the convenience, and the Finance Committee consequently decided upon the premanent establishment of the convenience to be conducted on the lines in operation during the experimental stage, and this was subsequently confirmed and approved by Council.

Owing to the great difficulty which has been experienced in obtaining suitable sites, it is much to be regretted that the suggestion to provide additional women's conveniences in other parts of the City cannot at present be carried into effect.

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## REGULATION OF BARBERS' AND HAIRDRESSERS' SHOPS.

At the instance of the Lord Mayor an inspection of the Barbers and Hairdressers' Shops in the City of Sydney was made in June last. Up to that time no attempts appear to have been made in Great Britain or in Australia to regulate these trades from the point of view of their relation to public health, but in Paris and in some of the United States of America the registration of barbers is compulsory, and certain regulations have been framed for their control.

In 1903 the Senate and Assembly of the State of New York passed an Act to regulate the practice of barbering in that State, to establish a board of barber examiners, and to provide for the sanitary inspection of barbers' shops.

The main objects to be kept in view in any code of regulations sought to be enforced are, as in most matters that concern the public health, comprised in the one word "Cleanliness."

Great cleanliness is essential in the practice of a trade which is so intimately concerned with the persons of the public as that of barber and hairdresser. Although very few instances have been reported or have come to light in any way in which disease has been definitely stated to have been acquired in a barber's shop, it is not at all unlikely on *a priori* grounds that various diseases may have been transmitted through the lack of cleanly methods being adopted on the part of barbers and hairdressers. The City Health Officer considers that this has probably been the case.

It is also evident that the certain discovery of any such transmission would at all times be attended with great difficulties, and that the tracing of the same to its source would be almost impossible.

The inspection of barbers' shops, which was completed in the City under the direction of the City Health Officer, was on the whole satisfactory. As will appear from the results herewith submitted, the great majority of the barbers' shops in Sydney were found to be in a satisfactory condition in respect to such cleanliness as would be evident to the eye of any person making an inspection, and, while as to the practices



adopted by the tradesmen in such establishments, the statements made by the traders must be chiefly relied upon, and are, of course, always open to the suspicion of being influenced by a natural feeling of self-preservation, it must be freely acknowledged that the statements so made were generally confirmed and borne out by the condition of the implements of trade, as revealed by the inspection.

The number of barbers' and hairdressers' establishments existing in the City of Sydney at the time of this inspection was 201. These establishments were all visited, and careful investigations were directed towards the following special points :—

1. General conditions of the shops and the sanitary fittings connected with them.
2. Conditions as regards cleanliness, nature and frequency of the cleansing of the implements of the trade, such as scissors, razors, brushes, and combs.
3. The use of styptic or other medicinal or emollient applications to the skins of customers.
4. The use and cleanliness of towels.
5. The methods of disposing of hair and other wastes.

The general condition of the saloons visited was on the whole satisfactory. Thus, general cleanliness was good to excellent in 148 saloons, fair in 46, and bad in 7. Ventilation was good in 135, fair in 53, and deficient in 13.

Sanitary fittings were satisfactory in 166, and defective in 15 instances, while in 20 of the smaller saloons there were no fittings which could be properly classed under this heading.

As regards cleanliness of implements, the latter were found to be clean and well kept in 138 instances, fair in 53, and dirty in 10 instances. According to the statements of the traders, brushes and combs were cleansed and disinfected once a week in 82 saloons, twice a week in 43, and daily in 76.

In a few instances brushes and combs were stated to be cleansed every time of using. Among disinfectants employed for this purpose were formalin, lysol, phenol, and carbolic soap.

In regard to razors, the almost invariable practice in the trade is to dip the instruments into hot (often boiling) water before every occasion of using, not so much with the view of sterilisation as to improve the cutting qualities of the blade.

Nevertheless, the operation tends undoubtedly to the efficacious cleansing of the instrument, and when boiling water is used probably results in a more or less efficient disinfection. The cleansing of scissors and clippers is less well attended to, the general practice apparently going no further than keeping these tools in good working order. Some traders claimed to thoroughly disinfect these tools after use, but not a large number, and without implying any doubt as to the accuracy of the information supplied, there is no available proof that disinfection does actually take place, or if so how frequently.

No less than 192 of the traders interrogated alleged that a clean towel was supplied for the use of each customer, and in nearly all such cases the results of inspection tended to confirm the statement of traders in so far as a single inspection could supply the required information. In nine instances it was stated that a fresh towel for each customer was not the invariable rule. This latter state of things is, of course, undesirable and should be remedied by regulation or by-law.

Alum or some other styptic was used in the form of a solid block at 132 of the saloons visited, while in 13 establishments alum powder was employed for this purpose. In 56 saloons no solid styptic was used, its place being taken by liquid astringents. Where liquid or powder was used it was often applied to the face by means of the customer's clean towel.

The application of powder to the face by means of a powder puff was found to be employed in 55 saloons. The solid magnesium block was found to be employed in 142 establishments. The block was stated to be used sometimes by direct application to the face, but many traders stated that their custom was to rub the block on a corner of the towel, which was then used like a powder puff to apply the powder to the customer's face. When the block was applied direct to the face, many tradesmen stated that they took the precaution to rub or scrape the face off the block before using for each customer.

The above statements will convey a very accurate impression of the general condition, as regards their public health aspects, of the trades which were the subject of the inspection and report in Sydney. It remains to be considered what regulations are desirable for the better control of such trades and whether the framing and enforcing of such regulations by the local authority are feasible. The latter question, it was considered, was undoubtedly one for the Council's legal adviser, and was accordingly referred to him.

As a matter of an informal conversation with the City Solicitor it appeared that he foresaw certain difficulties in the way of the Council framing any such regulations in the existing state of the law, but subsequently on considering the provisions of the Sydney Corporation Act he advised that the Council possessed the necessary powers to make by-laws for the promotion of public health, and might therefore make by-laws covering the recommendations made by the City Health Officer.

The City Health Officer suggested that regulations should be framed on the following lines. :—

1. For the more frequent and efficient disinfection and cleansing of the tools of the trade, particularly brushes, combs, scissors, and clippers.
2. For enforcing the provision of a separate clean towel for each customer.
3. For prohibiting the use of powder puffs and sponges.
4. For the use of alum or other styptic in a powdered or liquid form only (never as solid), and to be applied always with a clean towel.
5. For the use of magnesium or other emollient in a similar manner only.
6. For requiring that every operator shall cleanse his hands by washing immediately after serving each customer.

The general condition of the barbers' shops or saloons can already to a great extent be kept under supervision and control by means of powers already possessed by the Council under Acts of Parliament, or by by-laws now in force.

During the consideration of the matter by the By-laws Committee it was stated that the City of Melbourne had adopted certain regulations in relation to the same subject, but on enquiry it was found that the

Board of Health had merely passed an abstract resolution in general terms to the effect that it was desirable that the Board be empowered to make regulations under the Health Act for the registration of barbers' shops with Councils, for the inspecting and ventilating of such shops and the maintenance of them and all appliances used in them in a clean condition, and generally for the prevention of the risk of infection of persons resorting thereto, but that beyond an inspection which was in progress no further action had been taken.

Pending the drafting of suitable by-laws, the Health Committee decided to issue a handbill for distribution amongst hairdressers and barbers in the City, it being recognised that a want of proper care on the part of hairdressers and barbers in the cleansing and disinfection of their tools and implements of trade, and in their methods, generally must undoubtedly contribute in no small degree to prejudicially affect public health.

The following circular was thereupon distributed throughout the City :—

1. For the more effectual safeguarding of the public health, and for the prevention of the transmission of contagious or infectious disease, your attention is invited to the following suggestions which have been approved by the City Council, and careful observance of which will, it is believed, diminish the possibility of the transmission of disease from customer to customer, and by increasing the confidence of the public in the methods of your trade, tend to the improvement of your own position.
2. Keep all tools of your trade, such as brushes, combs, scissors, razors, etc., scrupulously clean and disinfect them at least once a day. An excellent disinfectant to use for all except steel goods is a solution of formalin (one part of formalin in twenty parts of water). This solution will rust steel tools, and, for such, it is preferable to employ carbolic acid solution (one part of carbolic acid in twenty parts of water). Steel tools may be well and conveniently disinfected by boiling in water to which a little ordinary washing soda has been added. The addition of the soda will prevent rusting.
3. Employ a separate clean towel for each customer.
4. In making applications to a customer's skin (such as alum or other styptic, or emollients such as magnesia) do not apply the substance in a solid form. It is preferable to use either a powder or a liquid, and to apply it upon one corner of the customer's clean towel, which may take the place of a powder puff. Any liquid used on the face may be applied by means of the hand spray. Avoid the use of powder puffs and sponges.
5. Do not blow with your breath upon any part of the customer's person. Use only an india-rubber hand bellows for this purpose.
6. Require your operators to wash their hands after attending to each customer.
7. Observe the most scrupulous cleanliness throughout your saloon.

8. Remove all hair and other wastes frequently and thoroughly, and do not allow them to accumulate.

As, in order to make this action on the part of the City Council effective, it was desirable that the co-operation of the Borough Councils within the metropolitan area should be secured where possible, copies of this circular were forwarded to the suburban Councils in the metropolitan area with the request that the several Councils might see their way clear to have them distributed amongst the barbers and hairdressers carrying on business in their respective boroughs, and it is gratifying to be able to place on record that a very excellent response was received.

A set of by-laws on the lines indicated will be drafted and submitted during the current year.

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### BOARD OF HEALTH REGULATIONS—CHEMICAL PRESERVATIVES.

In my Annual Report for 1902 I had occasion to state that the important question of using preservatives in articles of food had been under consideration by the Board of Health during the year, and having regard to the regulations, which it was understood the Board might frame at no distant date, I set forth the recommendations submitted to the Local Government Board in England by the Departmental Committee appointed in 1899 to enquire into the use of preservatives and colouring matter.

The members of the committee were the Right Hon. Sir H. E. Maxwell, Bart., M.P.; Dr. I. E. Thorpe, C.B.; Dr. H. I. Bulstrode, and Dr. F. W. Tunnicliffe; and the following recommendations were made:—

1. That the use of formaldehyde or formalin or preparations thereof in foods or drinks be absolutely prohibited, and that salicylic acid be not used in a greater proportion than one grain per pint in liquid food and one grain per pound in solid food. Its presence in all cases to be declared.
2. That the use of any preservative or colouring matter whatever in milk offered for sale in the United Kingdom be constituted an offence under the Sale of Food and Drugs Acts.
3. That the only preservative which it shall be lawful to use in cream be boric acid or mixtures of boric acid and borax, and in amount not exceeding 0·25 per cent. expressed as boric acid, the amount of such preservative to be notified by a label upon the vessel.
4. That the only preservative permitted to be used in butter and margarine be boric acid or mixtures of boric acid and borax, to be used in proportions not exceeding 0·5 per cent. expressed as boric acid.
5. That in the case of dietetic preparations intended for the use of invalids or infants, chemical preservatives of all kinds be prohibited.
6. That the use of coppersalts in the so-called greening of preserved foods be prohibited.
7. That means be provided to exercise supervision over the use of preservatives and colouring matters in foods, and to prepare schedules of such as may be considered inimical to the public health.



In the discharge of my duty as a public officer I also deemed it right to state that experience teaches that the method of adulteration by the addition of a preservative, that is, boric acid, is one likely to lead to great abuse, and is one which should be strongly fought against, having due regard to climatic conditions. Not only does the wholesale dealer or farmer add a quantity of preservatives, but the retailer also, keenly alive to his personal interests, does so occasionally, so that by the time the unfortunate consumer receives the article it partakes more of the nature of a drug than a food.

As regards milk, it will be observed that in the report of the Departmental Committee just quoted, the use of any preservative or colouring matter whatever in milk offered for sale in the United Kingdom constitutes an offence under the Statute, and I pointed out last year that such a recommendation as this on the part of an influential Departmental Committee would no doubt materially assist municipal health authorities in any regulations that might be made, or in any proceedings that might be taken hereafter with regard to milk which has been preserved by boric acid or other chemicals, and which has deleterious effects in the case of children.

Under the provisions of Section 86 of the Public Health Act, sub-section 1, it is provided that the Governor may on the recommendation of the Board of Health by regulation prescribe the conditions under which the respective proportions in which the antiseptics or the antiseptic preparations therein mentioned may be mixed with the food; and any food with which any antiseptic or antiseptic preparation has been mixed in contravention of any regulation made shall be deemed to be unfit for human consumption.

Furthermore, it is enacted by sub-section 2 that any person who sells any food with which any antiseptic or antiseptic preparation mentioned in any regulation made under the sub-section just recited has been mixed shall, unless at the time of delivering the food he gives notice to the person receiving the same by a label distinctly and legibly written or printed affixed to the containing vessel or parcel truly specifying the nature of the antiseptic or antiseptic preparation, and the proportion in which it is present in the food, be liable for each offence to a penalty not exceeding five pounds, and for any subsequent offence to a penalty not exceeding ten pounds.

Acting under the provisions of the statute, the following recommendations were made to the Board of Health and approved as regulations by His Excellency the Governor, with the advice of the Executive Council, and published in accordance with the requirements of the Public Health Act, the regulations taking effect ninety days after the date of publication, 20th March, in the *Government Gazette*.

The following substances and compounds of any such substances shall be deemed to be antiseptics :—Formic aldehyde, boric acid, hydrofluoric acid, sulphurous acid, benzoic acid, salicylic acid; and preparations of them shall be deemed to be antiseptic preparations.

No more than one antiseptic or antiseptic preparation shall be contained in any one sample of food.

Any one antiseptic or antiseptic preparation may be mixed with any food, provided the quantity of antiseptic so mixed with the food does not exceed one one-thousandth of a grain per pound of solid food.

Any of the following antiseptics, or a compound or a preparation of any such antiseptic, may be mixed with any food, not being a food mentioned in the third column of the following table, provided the proportion of any such antiseptic so mixed with the food does not exceed that mentioned in the second column :—

Antiseptics.	Proportion per pint of liquid or per pound of solid food.	Foods with which the antiseptic may NOT be mixed, save in the proportion of one one-thousandth of a grain per pint or per pound.
Sulphurous	1½ grains ..	Milk (including condensed and concentrated milk), cream, butter, cheese; canned and bottled foods; jams, jellies, conserves, fruits, preserved or fresh, and their products in general; aerated waters, cordials, syrups, hop-beers, and temperance drinks in general; fresh fish; vinegar, sauces, pickles and condiments in general.
Salicylic acid	1 grain . . . .	Milk (including condensed and concentrated milk), cream, butter, cheese; canned and bottled foods; jams, jellies, conserves, fruits, preserved or fresh, and their products in general; aerated waters, cordials, syrups, hop-beers, and temperance drinks in general; fresh and preserved fish; flesh foods and their products in general; vinegar, sauces, pickles, and condiments in general; beer, cider, and perry.
Benzoic acid	1 grain . . . .	Milk (including condensed and concentrated milk), cream, butter, cheese; canned and bottled foods; jams, jellies, conserves, fruits, preserved or fresh, and their products in general; aerated waters, cordials, syrups, hop-beers, and temperance drinks in general; fresh and preserved fish; flesh-foods and their products in general; vinegar, sauces, pickles, and condiments in general; beer, cider, and perry.
Boric acid	10 grains ..	Milk for consumption as such (including condensed and concentrated milk); cream for consumption as such; cheese; canned and bottled foods; jams, jellies, conserves, fruits, preserved or fresh, and their products in general; aerated waters, cordials, syrups, hop-beers, and temperance drinks in general; fresh fish; flesh-foods and their products in general save bacon and ham; vinegar, sauces, pickles, and condiments in general; beer, cider, and perry.

Provided that nothing in this regulation shall authorise the mixture of boric acid with butter.

Boric acid may be mixed with butter in proportions not exceeding 35 grains per pound.

The label required to be affixed to the vessel or parcel containing food mixed with an antiseptic or with an antiseptic preparation shall be in the form of Schedule M hereto, shall contain no other matter, shall be affixed to the outside of the containing vessel or parcel, and the printed matter shall be on a white ground in black capital letters of a size not less than that known as two-line brevier sans-serif.

#### SCHEDULE M.

This food is mixed with (here name the antiseptic or the antiseptic preparation), and contains (here state the number of grains) grains of (here name the *antiseptic*) to the (here insert the word "pint" in the case of liquid food, or the word "pound" in the case of solid food).

On the 30th June, 1903, the following additional regulation for carrying into effect the provisions of the Public Health Act, 1902 (Part IX), was gazetted as having been approved by His Excellency the Governor, with the advice of the Executive Council, and was published in accordance with the requirements of that Act :—

Notwithstanding anything contained in the regulation made under the Public Health Act, 1902 (Part IX), No. 27, published in the *Government Gazette* of 20th March, 1903, it shall be lawful to mix sulphurous acid, or a compound or a preparation of sulphurous acid, with aerated waters, cordials, syrups, hop-beers, and temperance drinks in general, in proportion not exceeding one and three-quarter grains of sulphurous acid to the pint.

In opposition to the action taken by the Board of Health and confirmed and approved by His Excellency the Governor, with the advice of the Executive Council, representations were made to the Board of Health on behalf of the Bacchus Marsh Concentrated Milk Company and the New South Wales Concentrated Milk Company to the effect that the regulation forbidding the addition of any preservative to milk would have the effect of practically destroying a very important industry in New South Wales, and in justice to the parties affected it is but just to place their views on record in relation to this important question.

The following arguments were adduced in support of the contention of the companies :—

1. For the last ten years much thought and capital have been expended in bringing the process of the manufacture of concentrated milk to a high degree of perfection.
2. There is a large increasing demand for this form of milk, not only for export but by consumers in various parts of the State who find difficulty in obtaining a daily regular supply of fresh milk.
3. In the manufacture of concentrated milk it is necessary to obtain the raw material in a much purer state than the milk which is usually supplied to the public by dairymen and milk companies, or which is used in the making of butter. All the herds supplying our factories are tested by tuberculin, and are under constant veterinary supervision. The most elaborate precautions in regard to cleanliness of

cows, milking utensils, hands and dress of persons engaged in milking are employed, and the milk is cooled immediately after it is drawn off. The milk is then immediately taken in closed sterilised cans to the factory, where it is pasteurised, concentrated, cooled, and has added to it boric acid amounting to a maximum of .5 per cent. of the concentrated milk. The milk thus treated will keep sweet for from seven to ten days.

4. Experience has proved that milk pasteurised by the ordinary process will not keep sweet much longer than raw clean milk. This is especially true when a considerable time (twelve to eighteen hours) has elapsed between milking and pasteurisation. In such milk there is already before pasteurisation a high degree of acidity present, and pasteurisation will not affect this, but only arrest its further development for a time. It does this by destroying some of the active bacteria which produce souring, but the spores of these bacteria are not destroyed, and soon become active.

According to the result of a series of experiments conducted by a well-known expert it appeared that under ordinary conditions of temperature, pasteurised milk coagulated in twenty-four hours.

It is thus possible that a large quantity of the milk brought to Sydney from the country districts is, even if pasteurised, liable from the percentage of acidity in it to produce injurious effects, especially in infants.

This is particularly true of the milk supplied to the poorer classes, which is often received in imperfectly cleansed utensils, and kept in a hot close atmosphere. Such milk if given to infants and young children will, and undoubtedly does, produce diarrhoea and other bowel disorders in many cases.

On the other hand, the preparation of the concentrated milk not only prevents acid fermentation at the very beginning, but by the addition of a very small percentage of boric acid inhibits the growth of the bacterial spores that have resisted the pasteurisation. There is thus supplied to consumers a milk which is practically free from bacteria, and which shows an extremely low degree of acidity, a gain of superlative importance from the hygienic point of view.

The companies therefore felt justified in concluding that under present conditions the simple pasteurisation of milk is not sufficient to ensure a satisfactory milk supply for the City of Sydney. The companies maintained this for the following reasons :—

- (a) If the milk is pasteurised in the districts from which it is obtained, it is not placed in the consumer's hands for from eighteen to thirty-six hours after being treated, and then a portion of it is often kept for from twelve to twenty hours before being used.
- (b) If it is not pasteurised until it reaches Sydney, very serious changes have already taken place in the milk which no pasteurisation will effect.



The advocates of the treatment of milk by pasteurisation alone are thus placed in a dilemma which cannot be solved until entirely new methods of handling and distributing milk are found practicable.

But it must be presumed from the regulations that the Board considered the existence in concentrated milk of a small quantity of boric acid to outweigh these advantages of a low acidity and the comparative absence of bacteria which concentrated milk possesses over the so-called fresh and pasteurised milks.

5. It is urged that the recommendation of the English Departmental Committee on the use of preservatives (which though issued in 1901 has never been made law in England) points conclusively to the condemnation of boric acid as a preservative for milk.

The companies held, however, after a most careful study of the report, that this conclusion was not justified by the evidence, and furthermore that the recommendation was based not on the question as to whether boric acid was harmful or no, but as to whether it was necessary or not, and the conclusions arrived at by them on this point are surely no way applicable to this State, where the climatic conditions as regards temperature are so different to those existing in England.

Practically the whole of the evidence pointed out that where or if prohibition was impossible, or, in other words, where the use of boric acid was necessary, as is the case with concentrated milk, it would be quite sufficient to notify its presence by label.

6. The Departmental Committee had no sample of concentrated milk before them or did they consider it in any way whatever, so that their report can hardly be taken as a recommendation in regard to this class of milk. Nearly all the witnesses examined who were unfavourable to the use of boric acid objected to it from the theoretical or *a priori* standpoint.

When pressed to give instances either in their own experience or the experience of others where an injurious result had arisen from its employment, they were almost in all cases unable to do so. And in the few specific cases brought forward the proof that boric acid was the active agent in producing abnormal conditions was supported by very doubtful and unconvincing evidence.

On the other hand, various witnesses, some recognised authorities in their particular departments, testified to the belief that boric acid was a perfectly harmless substance, and that in some cases the addition of it to milk was a positive advantage. In this they are supported by Professor Oscar Leibreich, of Berlin, who is not only the greatest living authority on drugs, but has devoted a good many years to the study of the effects of boric acid on the human system, and has written two books on the subject.

After the most exhaustive experimental researches, Professor Leibreich has concluded that boric acid has no injurious effects upon the body, even in fairly large doses.

In his later book he examines the statements of some witnesses against the use of boric acid, at the English Departmental Committee, and points out how many of them are fallacious, and protests that: "It is altogether inadmissible to reject substances, which experience has proved innocuous, in consequence of isolated scientific examinations or isolated observations."

The companies claimed, therefore, that at the present time the weight of true scientific evidence is far from being opposed to the use of boric acid as a preservative for milk.

It was also submitted by the companies that substances such as alcoholic beverages, tea, coffee, and tobacco, which in many cases are admitted by all medical authorities to be highly injurious, are sold without question.

The companies, therefore, respectfully urged that until the innocuousness or otherwise of boric acid has been definitely settled by scientific research, that the prohibition regulations should be suspended, and in order that an industry, which is not only a source of wealth to the community, but which at the present time ensures to the public a far purer and more convenient milk supply than it is possible to obtain elsewhere, should be given time to seek to adjust itself to the demands of your Board.

7. In regard to table cream, the regulation is diametrically opposed to the recommendation of the English Departmental Committee, the conclusion at which they arrived being that under the existing conditions in England (where the climate is much more favourable than in this State) it would be difficult to maintain or increase the present supply of cream without the use of a preservative, and considering the small quantities in which it is consumed they decided to allow twenty-five per cent. of boric acid, the presence of which should be notified by label. According to the Board of Health, it was urged that as table cream is being supplied in this State without a preservative, it is demonstrated that a preservative is not necessary. The companies maintained that this is very far from being conclusive, and is not a correct conclusion; the general experience being that at most times of the year and especially in the hot weather it is impossible to keep cream sweet for more than a very few hours, and everyone conversant with the manufacture or distribution, and even the consumption of table cream, can bear out this statement, the proof of which is apparent in the fact of the very smallness of the table cream trade in this State at the present time—quite out of proportion to what it should be—and the abnormal prices charged for cream which is retailed as a rule at about three times its actual value.

The fact that some few vendors may be able to supply table cream under especially favourable conditions in no way

demonstrates that the use of a preservative is not generally necessary, and it is impossible that the trade of this State in table cream can be expanded to its full and proper dimensions if the use of some is not allowed.

There were instances before the Departmental Committee in England where cream was supplied without a preservative, but that fact did not prove to their mind that a preservative was necessary, and it was at discord with the general evidence, as is the case in this State, and all countries with similar climates.

On behalf of the companies it was urged that no injurious effects can in any way result from the minute quantity of boric acid which would be consumed by permitting its presence in table cream in the quantity permitted in England, nor did they think that any medical authority would pronounce such to be the case; certainly the English Committee did not consider it to be so.

The Board of Health were therefore asked to rescind the regulation in regard to table cream, and substitute a regulation on the lines of that recommended by the English Departmental Committee.

It would be interesting to know on what authority the statement is advanced that Professor Oscar Leibreich is the greatest living authority on drugs.

It is certainly amusing to find expert members of a Departmental Committee, consisting of acknowledged authorities like the Right Hon. Sir H. E. Maxwell, Bart., M.P.; Dr. I. E. Thorpe, C.B.; Dr. H. I. Bulstrode, and Dr. F. W. Tunnicliffe, taken to task in this fashion by interested parties like the Bacchus Marsh Concentrated Milk Company and the New South Wales Concentrated Milk Company, whose sole consideration is the avowed maintenance of an industry, and it is equally interesting to note that where the views of the Departmental Committee appear to be in accord, or by a liberal interpretation can be construed to be in accord with the views entertained by the representatives of the companies, how eagerly they are adapted to the necessities of the companies, whilst on the other hand where they are diametrically opposed to the opinions held by those representatives, how heartily and energetically they are condemned with all the sophistry imaginable.

The Board of Health very wisely and very properly decided not to accede to the request preferred by the Bacchus Marsh Concentrated Milk Company and the New South Wales Concentrated Milk Company, and the regulations continued in full force and effect, and the action taken by the City Council in regard thereto is referred to elsewhere.

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#### BOARD OF HEALTH REGULATIONS—SELECT COMMITTEE.

A new development in relation to the important matter of preservatives in milk took place in the Legislative Assembly, when Mr. Levien, M.L.A., moved—"That a Select Committee be appointed to inquire into and report upon the use of the preservatives and colouring matters in the preservation and colouring of food, and whether the use of such

materials, or any of them, for the preservation and colouring of food in certain quantities is injurious to health, and if so in what proportion does their use become injurious and to what extent and what amounts are they used at the present time."

The appointment of a Select Committee was carried by thirty-one votes to eight, and the constitution of the Committee, the sittings of the Committee, the nature of the evidence admitted and rejected by the Committee, the indecent haste with which the report was presented to what was a moribund Parliament, and practically the whole of the proceedings governing the investigation into a subject of a controversial nature, afford much food for thought and deliberation, and should circumstances during the current year justify further reference to the matter, that reference will be made on a subsequent occasion.

In the meantime suffice it to say that the report of the Preservatives Committee was presented to the Legislative Assembly at five o'clock in the morning of the 26th November last. After some preliminary remarks the Committee reported :—"After a most arduous investigation on the subject, bearing in mind primarily the necessity of safeguarding the health of the community, and, secondly, the necessity of jealously industries of our country are not unduly or unnecessarily interfered with, your Committee has come to the following conclusions :—

1. That as regards butter, there can be no question as to the necessity for or harmlessness of the use of boracic acid up to 35 gr. to the pound, since this amount is recommended by the English Departmental Committee, and is the amount fixed as permissible by the regulations of the Boards of Public Health both in New South Wales and Queensland.
2. That as regards fresh milk, if there is sufficient care in handling and rapidity in distribution, chemical preservative is unnecessary.
3. That as regards condensed milk, of which there are two varieties—sweetened and unsweetened—the use of sugar in the former and sterilisation in the latter, combined with hermetically sealing in air-tight tins, renders the use of a chemical preservative unnecessary.
4. That as regards concentrated milk, which your committee recognises as a trade name applied to a further description of condensed milk, the use of 35 gr. of boracic acid to the pound is necessary.
5. That, as regards cream for consumption as such, for the proper maintenance, expansion, and development of the trade, and to bring this nutritious article of food within the reach of every householder at a reasonable price, the use of 18 gr. of boracic acid to the pound is necessary.
6. That the use of 35 gr. of boracic acid to the pound of butter, and 35 gr. of boracic acid to the pound of concentrated milk, and 18 gr. boracic acid to the pound of table cream will cause no injury to health, and should be permitted.
7. That, having in view the right of people to know what any food stuffs consist of, the vendors of those articles containing preservatives should include on the label on the package.



tin, or containing vessel, and in conformity with the rest of the label, a statement setting forth the nature and quantity of the preservative contained therein; and in cases where a label is not ordinarily fixed, then a special label to that effect should be fixed.

And your Committee recommend that the regulations made under the Public Health Act should be amended, and brought into conformity with the above conclusions."

At this stage I make no comment on these recommendations beyond pointing out that in regard to the definite and tangible statements contained in paragraph 6, the Committee had not before it any evidence at all concerning butter, and the effective recommendations were therefore confined to the addition of boric acid to concentrated milk. The insufficiency of the evidence to support the sixth conclusion must be apparent to anyone who has studied it.

The Committee relied entirely on the testimony of four private practitioners of medicine in this State. It examined only ten witnesses altogether, of whom one was the Sydney manager of the Bacchus Marsh Concentrated Milk Company of Victoria, a gentleman fully competent, no doubt, to testify as to the effect of the regulation on the industry, but as to the effect of boracic acid on the consumer—well, absolutely inexperienced. The remaining nine were professional witnesses, five of whom gave evidence unreservedly against the use of boric acid in milk. But when the weight of the evidence comes to be estimated, the result was much more amazing to the uninitiated.

1. The Board of Health's regulations were in evidence to the Select Committee, and in conjunction with verbal evidence were proof that all its members, after prolonged consideration of the facts and circumstances, were of opinion that admixture of boric acid with milk must be forbidden in the general public interest, and yet the Select Committee ignores the opinion of the professional members of the Board of Health.
2. The Select Committee also had in evidence a cutting from the editorial columns of the *British Medical Journal* of August 15th, 1903, in which the Board's regulations were highly approved, were referred to as worthy of imitation by the Local Government Board for England and Wales, and were said to be clearly the result of exercise "of great care and discretion"; and yet the Select Committee ignores the opinion of one of the greatest professional medical journals in the world, and prefers to set up its own standard.
3. The Select Committee also had in evidence before them the opinions, opposed to use of preservatives in milk and in foods, of dairy experts, as well as of hygienists, in several different countries; the gentlemen quoted were E. von Freudenreich, Director of the Bacteriological Laboratory, Rutti Dairy School, Berne, Switzerland; Grotenfeldt, President of the Mustiala Agricultural College, Finland; Woll, Assistant Professor of Agricultural Chemistry, University of Wisconsin, U.S.A.; Fleischmann, Professor of Agriculture, University of Koenigsburg; Lehmann, Professor of Hygiene, University of Wurzburg; Dr. Kober, M.D., in

his report to the Senate of the United States, 1902, on "Milk in its Relations to the Public Health"; Villers et Colin, Paris, 1900, in their treatise on Food Adulteration; and Conn, Professor of Biology in the Wesleyan University, Philadelphia. And yet the Select Committee ignore the opinions of these acknowledged dairy experts and practical hygienists.

4. Furthermore, should the Select Committee have thought this evidence, although given by gentlemen holding official positions for the most part as teachers, likely, nevertheless, rather to express personal views than the general opinion, they had evidence before them that a resolution to the effect that antiseptics and other preservatives of whatever nature should not be employed to preserve milk was unanimously passed in full session of the eleventh International Congress of Hygiene and Demography, held at Brussels in September, 1903.

But the Select Committee considered itself better able to express an opinion and to set up a standard than the International Congress of Hygiene and Demography. The testimony of the Sydney manager of the Bacchus Marsh Concentrated Milk Company of Victoria apparently was of more value in the determination of the question than the testimony of the International Congress of Hygiene. The force of folly can no further go.

5. The Select Committee say that they took cognisance of the report of the Departmental Committee appointed by the President of the Local Government Board for England and Wales; they were aware, therefore, that mixture of preservatives of any kind with milk of any description had been unreservedly advised against by that Committee.
6. They were also aware from the same doctrine (Evidence and Appendices) that preservatives were actually forbidden by law to be mixed with milk at least in Austria-Hungary, in Belgium, in the Canton of Zurich, Switzerland (there being no Federal law, but separate laws for each Canton), in the State of Hamburg (there being as yet no national law on this subject in Germany), and in Denmark; and that the Board of Health of Norway had taken steps to prohibit the mixture of preservatives with foodstuffs.
7. They were further aware from the same document that the Central Chamber of Agriculture of Great Britain had at its annual general meeting passed a resolution stating that it was opposed to the employment of preservatives and colouring matters in articles of dairy produce, British or imported.

In face of this overwhelming testimony against preservatives, no sensible person will attach the slightest importance to the evidence furnished to the Select Committee by the four private practitioners alluded to above, or look upon such evidence weighty enough to counter-vail it, and no sensible person will ever attach the slightest importance to the report of the Select Committee on preservatives. The thing is utterly ridiculous. Nevertheless it may, perhaps, be pointed out here that the opinions expressed by these four gentlemen to the Select

Committee were repudiated by an important number of their colleagues at a meeting of the British Medical Association, which was held in Sydney on 18th December, 1903, when forty-one out of forty-five members were present. Further comment is absolutely unnecessary.

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### CONCENTRATED MILK—ADULTERATION SUMMONSES.

In October last, at a regular meeting of the Council, it was decided to suspend the standing orders in order to allow consideration of the matter of obtaining samples of foods, etc., and the prosecution of persons for the sale of adulterated articles, whereupon it was resolved after debate :—

“ That for the proper discharge of full responsibility by the City Council in connection with the Public Health Act a memorandum should be presented to every meeting of the Health Committee, for subsequent report to Council, setting forth the names of persons from whom adulterated articles have been obtained by the Council's officers, the cases in which summonses have been issued in report, and also the instances in which prosecutions have not been initiated and the reasons therefor.”

During the course of the debate suggestions were made without any direct charge being preferred of favouritism or partiality having been exercised with regard to the issue of certain summonses—suggestions which, on investigation, proved to be entirely unfounded, and which were apparently based on misleading and *ex parte* statements made by interested parties who had been summoned to the Courts for breaking a regulation having all the force of the law—parties who did not possess the moral courage or the manliness to prefer a direct charge against the responsible officers of the Council, which could be properly and honestly met, but who preferred in the most contemptible manner to insinuate before a Select Committee of the House of Assembly that the powers vested in the officers had been improperly and arbitrarily exercised. Needless to say I could not allow these innuendos and reflections on the *hona fides* of my colleagues and myself to pass unchallenged, and although I did not receive any instructions with regard to making investigation or the preparation of any report, I deemed it my duty to make such investigation and to place the whole of the circumstances properly before the Health Committee, under whose purview the matter came, to the following effect :—

In connection with the proceedings instituted against the Bacchus Marsh Concentrated Milk Company and the recent reference thereto before the Select Committee of the Legislative Assembly enquiring into the question of preservatives and subsequent reference at a meeting of the City Council, I reported that in ordinary course samples of concentrated milk had been purchased from two retail vendors, representing the Bacchus Marsh Concentrated Milk Company and the New South Wales Concentrated Milk Company respectively, on the 21st July last, the provisions of the Public Health Act, 1902, with regard to taking samples for analysis being duly complied with. As shown in the evidence given before the Select Committee of the Legislative Assembly, the President of the Board of Health, Dr. Ashborton Thompson, was of opinion that the

two companies were in effect the same, although trading under distinct names, and this view was also shared by the City Health Officer, Dr. Armstrong. Subsequent information, however, showed that such was not the case, but that each Company was quite separate and distinct from the other.

The samples taken were submitted for analysis in due course to the Government Analyst, and were certified by him to contain boric acid.

The following figures represent the certified analysis of the two samples :—

No. 1.—Bacchus Marsh Concentrated Milk Company :—

Total solids	..	..	..	37.0 per cent.
Fat	..	..	..	10.3 per cent.
Boric acid	..	..	..	.145 per cent.

Adulterated by the addition of fourteen grains per pint of boric acid.

No. 2.—New South Wales Concentrated Milk Company :—

Total solids	..	..	..	35.0 per cent.
Fat	..	..	..	8.66 per cent.
Boric acid	..	..	..	.233 per cent.

Adulterated by the addition of twenty-one and a half grains per pint of boric acid.

The Secretary of the Board of Health, in forwarding these certificates, intimated, as had heretofore been usual in adulteration cases, that the Board would be glad to be informed of the results of any prosecutions undertaken by the Council.

Informations were laid against each Company on the 15th September 1903, and not against one Company only as stated before the Select Committee. The delay which occurred between the receipt of the Government Analyst's certificate on the 30th of July and the laying of the informations on the 15th September is explained by the fact that as the proceedings were the first instituted by the Council under the Governor's Regulations of 20th March, 1903, the City Solicitor was particularly desirous that the informations should be most carefully drawn, and as at this particular juncture he was busily engaged in connection with other cases before the Supreme Court, in which the Council had large interests at stake, he was unable to devote attention to the matter at an earlier period, and the informations were in consequence delayed, but solely for the reasons stated.

The precise nature of the charge preferred against the employee of the Bacchus Marsh Company from whom the sample was purchased was that of selling milk unfit for human consumption, and was recognised by the City Solicitor as being of an important character, and in the nature of a test case based upon the regulations issued by his Excellency the Governor on the recommendations of the Board of Health. The proceedings were not instituted under the section of the Public Health Act generally used in cases of milk adulteration, for the reason that the alleged adulteration consisted of the use of certain preservatives in a quantity exceeding that allowed by the regulations. With regard to these regulations, it will, I take it, be scarcely necessary to observe that it is the duty of the officers of the Council to take all necessary steps to enforce such regulations until the same are declared *ultra vires* by a competent legal authority. The regulations referred to possessed all the force of law, and I submit that the only question coming before the Court was as to whether the defendants had broken the regulation *de facto*.



The City Solicitor informs me that he was informed on reliable authority that the Bacchus Marsh Company had taken senior counsel's opinion on the important question of the validity of the regulations, and that the Company was prepared to contest their validity in the highest Court. Having regard, therefore, to this information, the City Solicitor suggested to the Inspector of Nuisances when handing him the draft informations against both Companies, and not against one, as stated to the Select Committee, that summonses against the employees of the Bacchus Marsh Concentrated Milk Company and the New South Wales Concentrated Milk Company respectively should not under the circumstances be made returnable on the same day, for the particular reason that in the event of an appeal to the Supreme Court by way of prohibition, one case would have to go over pending the result of such appeal or the Council would be in the position of having to run the risk of two prohibitions on the same ground and of paying two sets of costs instead of one. The reason adduced was a perfectly justifiable one, and indicates a course usually following under similar conditions. Furthermore, the City Solicitor stated that he was further influenced in advising the Inspector of Nuisances, as indicated by the Council's experience in connection with the smoke nuisance prosecution cases, where three or four cases were made returnable on the same day, with the result that all the parties combined to engage expert evidence at an expense far exceeding that allowed by the Council, and thus prejudicially affected the position of the Council by putting the prosecution at a disadvantage.

Acting on the expressed opinion of the City Solicitor, the City Health Officer and the Inspector of Nuisances consequently decided to postpone the issue of the summons against the New South Wales Concentrated Milk Company temporarily until the hearing of the other against the Bacchus Marsh Company as a test case should have taken place and been adjudicated upon.

The City Solicitor further states that he has no doubt that the City Health Officer and Inspector of Nuisances, in not issuing summonses against the two defendants returnable on the same day, acted on the advice tendered by the City Solicitor, and the City Solicitor intimates that he accepts full responsibility for the action taken in the matter. I gladly accept my share of the responsibility with the City Solicitor, and consider that the course adopted by him was consistent in the interests of the Council and the public.

On the day upon which the summons against the employees of the Bacchus Marsh Concentrated Milk Company was returnable, the Magistrate, on the application of the defendant's solicitor, and notwithstanding a strong objection made by the City Solicitor, postponed the case for four weeks. The ground assigned for this postponement was that the question of the use of preservatives in food was being dealt with by a Select Committee of the Legislative Assembly, a ground absurd and untenable, and which, I respectfully submit, as fully referred to elsewhere, had nothing to do with the charge, namely, a breach of the regulations governing the use of preservatives in milk.

As suggestions have been made that the action of the officers of the Council gave colour to the assumption that there was an appearance of favouritism to one party to the consequent disadvantage and, it might be, detriment of another, the City Health Officer, acting with my concurrence, decided to issue a summons against the New South Wales Concentrated Milk Company; the City Solicitor concurred, anticipating that

it would not be made returnable on the same day as the other case, and this summons was accordingly served on 25th September, 1903. The summons was made returnable for the 16th October, 1903, which, fortunately, or unfortunately, according to the view which may be entertained, happened to be the same as that fixed by the Magistrate for the postponed case against the Bacchus Marsh Company.

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### ADULTERATION PROSECUTIONS.

It will be within the recollection of the Council that at a meeting held in October last it was resolved that for the proper discharge of full responsibility by the City Council in connection with the Public Health Act a memorandum should be presented to every meeting of the Health Committee for subsequent report to Council, setting forth the names of persons from which adulterated articles had been obtained by the Council's officers, the cases in which summonses had been issued in respect thereof, and also the instances in which prosecutions had not been initiated, and the reasons therefor.

The responsible officers of the City Council have only been too glad to furnish every possible information as and when required to the Health Committee and to the Council in any matter relating to the discharge of their duty, and not only to comply with all the requirements as directed from time to time, but in the interests of the citizens to anticipate instructions. With regard, however, to the instruction referred to, the City Health Officer and myself, before submitting the first memorandum, pursuant to such instructions, deemed it desirable to point out to the Committee that the submission of names of persons from whom samples have been purchased for analysis and against whom proceedings have been instituted or otherwise was not only a new departure but might and probably would eventually lead to the trade or custom of certain of such persons being injuriously affected, besides having ulterior effects, which on further reflection might appear undesirable to the Council.

A report was accordingly prepared and submitted to the Health Committee. In the first place it was pointed out compliance with the instruction as issued would necessarily be followed by a certain undue publicity regarding the names of those persons from whom samples are taken. Such a publicity would evidently be unjust in respect of persons who had supplied samples which analysis had demonstrated to be impure in composition and against whom proceedings either had been or were about to be instituted. It was, therefore, respectfully submitted that in a manner the publicity prejudices the result of the case while that case is pending, and might create a prejudice against vendors and retailers who might have a *bona fide* and valid defence in the opinion of the Committee and the public, seeing that the meeting of the Committee are now open to the representatives of the press, before their case had been tried by the magistrates. Publicity after conviction, it was agreed, was quite a different matter, and it was most desirable and ought to be encouraged in the public interest.

In addition to this, in the event of the Health Committee deciding to take any action towards suspension of proceedings in any individual case, such action would present to the public a better appearance on the grounds of impartiality if it were taken on the facts of the case alone, without the

knowledge on the part of the Committee or any individual member of the Committee of the name of the manufacturer, vendor or retailer from whom the sample had been taken. If the names of the persons from whom samples had been taken were laid before the Committee at each meeting as instructed and any question should arise and eventuate in an acceleration or stay of proceedings, accusations of malafides were sure to be made against members of the Committee, and thus give rise to charges tending to maladministration.

On these grounds, therefore, the City Health Officer and myself requested that the question should be reconsidered by the Committee with a view to the system of identification by number being substituted for the name of the vendor.

At that time when samples were taken it was usual to forward the names of the persons from whom such samples had been purchased to the Secretary of the Board of Health, with the request that such sample should be analysed. Personally I have never looked upon this method of procedure with favour, and while it may be necessary for registration and record purposes that the names of persons from whom samples have been purchased should be forwarded to the Board of Health, I have always entertained the opinion that the desired end could be equally well attained if the names of the vendors were furnished at a stage subsequent to the result of the analysis being known, and subsequent to the taking of proceedings against offenders or otherwise.

Up to this period it was customary for the Board of Health to recommend prosecutions being proceeded with, and when the names of vendors were known to the Board of Health and their officers, it was very easy to make suggestions of favouritism or prejudice on their part with regard to prosecutions. For this reason, therefore, I entertained the view that it was injudicious to divulge the names in the preliminary or intermediate stages, seeing that the ends of justice might be defeated. And what applied to the Board of Health applied, in my judgment, with equal force to members of the Council.

In forwarding samples to the Government Analyst for analysis the names of the vendors are not, for perfectly obvious reasons, submitted, the samples being very properly identifiable by number and by number only. At all subsequent stages, so far as the City Health Officer and myself are concerned, numbers only are referred to, and in the interests of traders no reference to names is made in any official record until it becomes necessary to institute proceedings, when, as a matter of course, the name of the vendor appears in the information.

It was further pointed out for the information of the Committee that the names of the manufacturers and the vendors from whom the samples are taken are not known in relation to the samples even in the Health Department, save and except in the inspector's private report and the official letter to the Board of Health. That is to say, that each sample is known and dealt with by a number only, and the recommendations for prosecution or otherwise are based solely upon the results of the analysis, as under ordinary circumstances the name of the manufacturer or vendor who supplied the sample is unknown to the City Health Officer, and is also unknown to the Town Clerk. Of course, the name can be readily ascertained should any extraordinary circumstances justifying its being divulged arise.



When recommendations to prosecute are made by the City Health Officer to the Town Clerk no names appear on the lists submitted, numbers always being used in relation to the nature and composition of the samples, and the Town Clerk in issuing the necessary authority to institute proceedings possesses no knowledge as to the names of the persons against whom proceedings are to be instituted. It will thus be seen that every possible care has been taken to ensure privacy and strict impartiality and to deal with the cases entirely upon the results of the analyses as certified by the Government Analyst, and by this means to reasonably protect both manufacturer and vendor until such time as an information is laid and the summons heard and determined by the Magistrate.

Furthermore, the utmost care to avoid unnecessary and undesirable publicity in the selection and purchase of samples of food is invariably exercised in order to avoid prejudicing the vendor in the eyes of the public before conviction. Under the terms of the general instructions given to the inspector to whom the duty of taking samples of food and drugs is entrusted, under the authority of the Lord Mayor, he is specially enjoined to do so with as little publicity and inconvenience to the vendors as possible. This regulation has always been enforced by the City Health Officer. When the inspector enters a shop for the purpose of making a purchase for analysis he is specially instructed never to take samples openly in a shop if any of the public are present without in the first instance calling the proprietor or his representative aside and explaining the object of his visit, asking the shopkeeper if the necessary formalities and divisions which have to be made may be carried out in a private part of the shop or building so as to avoid any possible prejudice against the vendor being created in the minds of the public. Shopkeepers have expressed themselves as being gratified by an act of consideration of this character and of the opportunity afforded to avoid unnecessary publicity in the selection and purchase of samples. In some instances the suggestion made by the inspector is availed of by the shopkeeper, and in other instances the vendor expresses himself as satisfied that everything necessary to be done should be carried out in the premises in the presence of whosoever may happen to be in the shop at the time the samples are taken.

Having regard to the whole of the circumstances and to the possibility of injury being done to the vendor, the City Health Officer and myself were agreed in suggesting that the portion of the instruction previously referred to which requires the names of persons from whom samples of food have been taken to be submitted to the Health Committee might be reconsidered with a view to amending the instruction so that the number of samples and particulars of adulteration, accompanied by a statement showing the action taken or proposed to be taken in each case, and where it is not intended to institute proceedings the reasons therefor should be submitted to the Health Committee instead, the names being always available in case of extraordinary circumstances arising.

Neither the City Health Officer nor myself, it is needless to say, had any desire to controvert or impede the action of the Council in the slightest degree, and we were quite prepared to loyally carry out the instructions in every particular; and while I did not receive any instructions with regard to the preparation of any report on the subject, I deemed it my duty to place the facts before the Committee at the earliest opportunity.

It may also be added that the system recommended by the City Health Officer and myself is the system which has been in operation in London for many years, and has given complete satisfaction to all parties, including the Local Government Board.



The Health Committee, on consideration of the report, decided to recommend Council to rescind that portion of the resolution which had been passed referring to the publication of names, and this was subsequently agreed to by the Council.

Full reports as to the nature of the samples purchased, the result of the analysis in each case, the cases in which summonses had been issued in respect thereof, and also the instances in which prosecutions had not been instituted and the reasons therefor have been submitted at regular periods to the Health Committee. This method of procedure works exceedingly well, and no cause for dissatisfaction or complaint has hitherto arisen.

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### ADULTERATION—ENGLISH APPEAL CASES.

With the object of affording information to certain members of the Sanitary Inspector's staff entrusted with the duty of administering the sections of the Public Health Act relating to unwholesome or adulterated food and drugs, it may be interesting and useful to quote some English decisions, which may be considered pertinent to certain issues, and to which attention may not heretofore have been directed. As a layman it will be extremely undesirable and indeed unsafe as well as presumptuous for me to criticise or attempt to interpret any of the decisions, or to express any decided opinion thereon. I therefore submit them to the staff affected as hard and dry facts worth studying, and it is hoped the particulars of the cases submitted will be of material service to the officers concerned in the Sanitary Department, and others who are interested in the administration of the Act and the maintenance of a pure supply of food and drugs.

In connection with the administration of the law in relation to the sale of food and drugs, several main propositions have been laid down and most clearly defined, so that he who runs may read. In the first place, it has been held that a purchaser cannot be prejudiced when notice is given to him at the time of the sale that the article is not of the nature, substance and quality of the article he demands ; and, in the second place, that in order to show that an article was sold to the prejudice of the purchaser it is not necessary to prove that he has sustained actual prejudice or damage ; and, in the third place, where an article is not of the nature, substance and quality of the article demanded, it has been laid down that an offence within the section has been committed even though the vendor does not know that the article sold is not of the nature, substance and quality demanded. The following cases are illustrative of these several points :—

With regard to the first point, it is now well settled and determined that where the seller of an article brings to the purchaser's knowledge the fact that the article sold is not of the nature, substance and quality of the article he demands, the sale is not to the prejudice of the purchaser within the meaning of the section. This important question was decided in *Sandys v. Small*, 3 Q.B.D. 449 ; 47 L.J.M.C. 115 ; 39 L.T. 118 ; 42 J.P. 550 ; 26 W.R. 814, where the Lord Chief Justice Cockburn, in giving judgment, said : "The provisions of the section seem to me to apply to cases where a seller professes to sell to the purchaser an article which has been altered by an admixture of some other ingredient, and it seems that when the article is so altered this must be considered to

have been done to the prejudice of the purchaser unless it is duly and sufficiently brought to his knowledge ; but if the alteration of the article is brought to the knowledge of the purchaser and he chooses to purchase it notwithstanding, it can never have been intended that such a transaction should be interfered with."

In relation to the same subject, it has been also held that not only must the notice as to mixture be given, but that it must be clear and unequivocal.

In *Collett v. Walker*, 64 L.J.M.C. 267 ; 59 J.P. 600, a purchaser on entering a shop and asking for some cheese was supplied with a mixture which was composed of skimmed milk and beef fat, the bulk of the butter fat which is contained in cheese made from "whole" milk having been abstracted. Attached to the bulk of the substance from which the purchaser's portion was taken was a label containing the words, "Valleyfield finest oleine cheese," the words "finest oleine" being in smaller type than the others. No notice of admixture by a label or with the article was given to the purchaser so as to give the seller a defence. The purchaser did not notice the word "oleine" on the label, and said if he had he would not have known what it meant. The purchaser might have suspected an admixture of foreign fat, but his attention was not called to the label till *after* the purchase was made and the purpose of it declared pursuant to the provisions of the Act. It was held by Mr. Justice Grantham and Mr. Justice Lawrance that the appellant was rightly convicted of an offence under the section of selling to the prejudice of the purchaser.

A false representation as to the nature, substance and quality of the article demanded made by the seller *prior* to the sale does not constitute an offence under the section, provided that the true nature, etc., is disclosed at the time of sale. In the case of *Kirk v. Coates*, 16 Q.B.D. ; 55 L.J.M.C. 182 ; 54 L.T. 178 ; 34 W.R. 295 ; 50 J.P. 148, the question was whether a milkman was guilty of an offence under the section who stated to an officer that some cans contained new milk, but afterwards on the officer intimating that he would have some, declared that it was old milk and not new. The magistrates decided that this was not a sale of new but of old milk, and that the defendant was therefore not liable under the section, and the Court on being appealed to upheld the decision of the magistrates.

If a false representation is, in fact, made at the time of the sale an offence is committed, even though the purchaser must have known from the price paid that the representation was false. In *Heywood v. Whitehead*, 76 L.T. 781, a milkman sold a pint of milk for a penny as new milk, though it was, in fact, skim milk. One of the magistrates adjudicating thought that the purchaser must have known from the price that the milk was not new, and that therefore no offence had been committed, but the Court held that the magistrates were wrong, and that the milkman ought to have been convicted.

With regard to the second point, that is, that in order to show that an article was sold to the prejudice of the purchaser it is not necessary to prove that the purchaser has suffered actual prejudice or damage, there was at one time considerable conflict of opinion in the Courts.

In *Davidson v. McLeod*, 5 Rettle (J.C.), 4th series 1 ; 3 Coup. 511, the majority of the High Court of Justiciary of Scotland held that a purchaser for analysis under the section referred to buying samples for

analysis and not for consumption or at his own expense could not be prejudiced by the purchase ; but in *Hoyle v. Hitchman*, 4 Q.B., D. 233 ; 48 L.J.C.M. 97 ; 40 L.T. 252 ; 27 W.R. 487 ; 43 J.P. 431, the Queen's Bench Division took the opposite view, and as the practical effect of the decision in *Davidson v. McLeod* was to render the section inoperative in Scotland, it was enacted by the Act of 1879 that it should be no defence to allege that the purchaser having bought only for analysis was not prejudiced.

It is interesting to note that the judgment in *Hoyle v. Hitchman* covers the case of a private as well as an official purchaser, Mr. Justice Mellor stating : " If a purchaser, whoever he may be, gets an article inferior to that which he demands and pays for, it seems to me that he is necessarily prejudiced within the meaning of the section. The real offence is the fraudulent sale of an article adulterated so as to be of an inferior nature, etc., to that which is demanded and paid for. The necessity for the words ' to the prejudice of the purchaser ' is this : but for these words various absurdities might arise. The sale of an article of a superior nature or quality to that demanded would be an offence." Mr. Justice Lush, in the same case, said : " What is the meaning of prejudice ? It cannot be confined to pecuniary prejudice or prejudice arising from the consumption of unwholesome food. The prejudice is that which the ordinary customer suffers, namely, that which is suffered by anyone who pays for one thing and gets another of inferior quality. The words ' to the prejudice of the purchaser ' are necessary because if they had not been inserted a person might have received a superior article to that which he demanded and paid for, and yet an offence would have been committed." The result is, according to Sir William J. Bell, LL.D., of the Inner Temple, and Mr. H. S. Scrivener, M.A., of the Middle Temple, barristers-at-law, that it is never necessary to prove any actual damage to the purchaser in order to obtain a conviction under this section, and that the words " to the prejudice of the purchaser " are only inserted, as Mr. Justice Mellor points out, to prevent such an absurdity as a prosecution for selling a better article than the one demanded.

When the article sold is not of the nature, substance and quality of the article demanded, it has been clearly laid down that an offence within the section has been committed even though the vendor does not know that the article sold is not of the nature, substance and quality demanded. In the case of *Davidson v. McLeod*, previously quoted, the judges held that the words " nature, substance and quality " could not be disjointed, and that the article sold must be different in all three respects from the article demanded, and that as the statute was intended to strike only at foreign admixtures, the very nature of the substance must be altered or the offence contemplated could not be committed. By the Act of 1879 it was provided that it shall not be a good defence to prove that the article of food or drug in question, though defective in nature or in substance or in quality, was not defective in all respects.

In the case of *Betts v. Armstead*, 20 Q.B.D. 771 ; 52 J.P. 471 ; 57 L.J.C.M. 100 ; 58 L.T. 811 ; 36 W.R. 720, the respondent sold to the prejudice of the purchaser a loaf containing a quantity of alum, and he was prosecuted therefor under the Sale of Food and Drugs Act. The defence was that the defendant did not know that the bread contained alum, and that it must have been in the flour which he had bought. It was held that an offence within that section was committed, although the seller did not know that the article sold was not of the nature, substance and quality demanded.



In the case of *Brown v. Foot*, 56 J.P. 581; 61 L.J.M.C. 110; 66 L.T. 649; 8 T.L.R. 268, it appeared that the servant of a milk salesman, employed by his master to sell milk, adulterated it with water. The master was convicted as the seller of the adulterated milk and fined the maximum penalty of £20. It was held that the conviction was right, whether the master did or did not connive at the offence. The case was remitted to the Magistrate with an expression of the Court's opinion that evidence of connivance was not necessary to prove the offence, but that it was admissible if he thought it desirable with a view to mitigating the penalty.

Again in the case of *Pain v. Broughton*, 24 Q.B.D. 353; 54 J.P. 469; 59 L.J.M.C. 45; 62 L.T. 284; 38 W.R. 248; 16 Cox C.C. 747; 6 T.L.R. 167, the appellant purchased a pint of milk at the respondent's shop. It was found that in the sample sent to the analyst, 28 per cent. of the original fat had been abstracted. No evidence was given that the person selling the new milk knew of the alteration, and the respondent and his shop manager denied knowledge of it. It was held that a person selling the altered article could be convicted, although at the time he sold it he did not know of the alteration.

Again a servant can also be convicted under the section as the actual seller. *Hotchin v. Hindmarsh*, 2 Q.V.D. 181; 60 L.J.M.C. 146; 65 L.T. 149; 39 W.R. 607; 57 J.P. 775. In this case the servant of a dairy company was convicted of selling milk adulterated with water, and the Chief Justice, Lord Coleridge, said: "In my opinion a person who takes the article in his hand and performs the physical act of transferring the adulterated thing to the purchaser is a person who sells within the section." It should be especially noticed that this decision does not prevent the master from being convicted *as well* as the servant. The case of *Hotchin v. Hindmarsh* was referred to with approval in *Brown v. Foot*, previously quoted.

Again the section is not limited in its application to sales of adulterated articles, but it applies also to cases in which the article sold is unadulterated, but wholly different from that demanded by the purchaser. In the case of *Knight v. Bowers*, 14 Q.B.D. 845; 49 J.P. 614; 54 L.J.M.C. 108; 53 L.T. 234; 33 W.R. 613; 1 T.L.R. 390; 15 Cox C.C. 728, a purchaser asked for saffron, but savin was supplied. The savin was in its natural condition, unadulterated, and not mixed or compounded with any other drug, article or ingredient, but it was held that the section was not limited in its application to sales of adulterated articles, but, as already stated, it applied also to cases in which the article sold is unadulterated, but wholly different from that demanded by the purchaser. It must be apparent that the judgment was sound, otherwise many offenders would escape, as, for instance, those who sell lard for butter, or chicory for coffee.

Tea painted and faced with gypsum and Prussian blue has been sold as genuine green tea. The tea was imported from China, painted and faced in the manner stated, and though the nefarious practice is not generally known to the public, the tea is known in the trade as green tea, whereas pure green tea is imported from Japan. In the case of *Roberts v. Egerton*, L.R. 9; Q.B.D. 494; 43 L.J.C.M. 135, it was held by the Courts that the seller was rightly convicted.

If the article demanded had some recognised standard of composition or quality it is an offence against the section to sell an article which does not come up to that standard. In the case of *White v.*



Bywater, 19 Q.B.D. 582 ; 51 J.P. 821 ; 36 W.R. 280, a chemist sold some tincture of opium which was deficient in opium to the extent of one-third, and in alcohol to the extent of nearly one half as compared with the standard prescribed by the British Pharmacopœia. It was held by the Chief Justice, Lord Coleridge, and Mr. Justice A. L. Smith, subsequently Master of the Rolls, that the seller ought to have been convicted of an offence under the section, although the purchaser had not specifically asked for tincture of opium prepared according to the standard of the British Pharmacopœia ; and Mr. Justice A. L. Smith said that tincture of opium must mean the article known in commerce as tincture of opium ; the thing supplied was not tincture of opium of commerce, but an inferior article.

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### MUSTARD ADULTERATION.

During the course of last year a somewhat protracted debate took place in the Council with reference to certain summary proceedings which the officers of the Council had been called upon to institute in the discharge of their public duty in relation to taking samples of mustard for purposes of analysis. Having regard to the tenor of the debate and to the statements which were made, but more particularly with the object of removing any grounds of misapprehension or misunderstanding which might exist in the minds of members of the Council as to the action taken by the responsible officers in their efforts to enforce the provisions of the Public Health Act, 1902, I deemed it my duty as a matter of justice to the officers concerned and accused, not directly but by implication in relation to the discharge of their duty, to submit a *precis* of the facts to the Health Committee.

In this *precis* it was pointed out that the precise method of procedure to be followed with regard to taking samples and obtaining analysis of unwholesome or adulterated food and drugs is contained in Sections 76 to 93 inclusive of Part IX. of the Public Health Act, 1902, and after conferring with the City Health Officer, Dr. Armstrong, we were satisfied that the prescribed procedure had been rigidly adhered to throughout, and that no suspicion of any kind attached to the responsible officers of the Council with regard to neglect or excess of duty.

For the information of the Committee it was stated that it had been, and indeed it is still customary when forwarding samples for analysis through the Board of Health, to forward the names of the vendors, manufacturers, wholesale dealers, or retailers from whom the samples have been purchased. It has also been usual to forward a covering letter to the Secretary of the Board of Health requesting him to receive the samples enumerated on the list accompanying the letter for the purpose of analysis, such samples having been taken in a legal manner, adulteration being suspected. The numbers attached to the samples are set forth in detail in the list, the nature of each sample is stated, and the name and address of the persons from whom each sample has been purchased is also furnished.

On general grounds of public polity it may be deemed undesirable to furnish the Board of Health with the names of the parties from whom samples have been purchased prior to proceedings being instituted, in the event of analysis showing adulteration in contravention of the Act. The Committee's special attention was directed to the fact that at a

recent meeting of the Council it was distinctly stated that before the summons in the mustard prosecution case then under review was issued it was known to persons outside that proceedings were to be instituted. Under existing conditions the possibility of leakage of information of this character can only be attributed to one of two sources possessing the requisite knowledge, namely, the Board of Health or the Town Hall officials. It may with reason be maintained that if the knowledge is restricted to the Town Hall officials there will be less likelihood of leakage, and certainly a better opportunity of localising responsibility in the event of leakage occurring. But, on the other hand, I believe it is held by the official representatives of the Board of Health that it is essential that the names of persons from whom samples are purchased should be communicated to them for registration and other purposes, and I am assured by the President of the Board of Health that he does not consider any leakage likely to occur in the Department.

Having regard, therefore, to this assurance, and to a similar assurance given me by the City Health Officer with regard to the officers under his control, I did not think I was in any way exceeding my duty in asking that the name or names of the person or persons suggesting a breach of confidence on the part of public officers should be furnished and a proper enquiry made. The officers of the Sanitary Department have at times very disagreeable duties to perform—duties which, from their very nature, must, to a certain extent, bring them into conflict with the public; and I respectfully submit that it is unfair and unreasonable to prefer indirect nebulous charges against them unsupported by direct or even authoritative indirect testimony; consequently, in the interests of the service as a whole, but in the interests of the Sanitary Inspectors particularly, I thought it but right to prefer the request that the implied charge should be properly investigated.

In order to demonstrate to the Committee that there was no invidious selection made of a manufacturer or vendor when samples were taken, I reported that between the 7th August, 1903, and 17th September, 1903, twenty-nine samples of mustard were purchased for analysis by the Sanitary Department of the Council. Of the number, five samples only proved to be genuine, and the remaining twenty-four were certified as being adulterated by the addition of various quantities of wheaten flour.

In forwarding the certificates of analysis from the Government Analyst, it had up to that time been usual in cases of adulteration for the Secretary of the Board of Health to particularise the cases in which prosecution is recommended, and to prefer a request to be advised of the result of any proceedings taken by the Council in relation to such cases. Generally speaking, these recommendations were complied with and proceedings instituted agreeably to the desire expressed by the Board of Health, and in which the City Health Officer and myself coincided; but in certain cases where samples of milk have been analysed and found to be adulterated by the addition of water, the City Health Officer has exercised his discretion, and after reporting to myself he has refrained from prosecuting in cases where the added water does not exceed five per cent. No complaint has ever been made with regard to the exercise of this discretionary power by the City Health Officer, which appears reasonable on the face of it. In such cases, however, it is customary for a letter of caution to be sent from my department.

Of the twenty-four cases previously referred to, one was certified as adulterated with 33 per cent., four with 40 per cent., eighteen with 50 per cent., and one with 60 per cent. of wheaten flour. Legal proceedings were taken against the vendors of adulterated mustard in eleven cases. In six cases convictions were obtained, one vendor being fined 5s. and 5s. costs, and the other five each being fined £1 and 5s. costs. In two other cases the prosecutions were unsuccessful, the charge being dismissed, and in three cases the hearing was postponed at the instance of the defendants. In the remaining thirteen cases summonses were subsequently issued in due course.

In connection with the action taken in these cases, the City Health Officer informed me that in the light of experience mustard is an article of food which is very frequently adulterated by vendors, and consequently it is highly desirable, both in the interests of the public and in the interests of honest traders who conform to the requirements of the law, that adulteration in this and all other foods should be restrained by the local authorities who have the administration of the law in their hands. Where traders are desirous of selling an inferior article at a lower price than that which could be commanded by the sale of the genuine article, they are afforded the opportunity of protecting themselves under the provisions of Section 89 of the Public Health Act by clearly labelling their products as mixtures, and indicating on the label the ingredients used in the mixture.

The City Health Officer further pointed out that manufacturers and vendors have had seven years to make themselves acquainted with the provisions of the Public Health Act, and consequently there can be no hardship inflicted on them now by compelling their compliance with its requirements.

With regard to the debatable question of fixing a standard, there is no obligation, implied or mandatory, on the part of the Council to do so, as under Section 77 of the Public Health Act it is provided that the Governor, on the recommendation of the Board of Health, may, by notice in the *Gazette*, fix limits of strength and purity for articles of general consumption. No standard has been recommended by the Board of Health for mustard, and consequently none has been fixed. On the merits, the City Health Officer does not consider the issue of such a standard necessary, as he is of opinion that in the public interest mustard should certainly be sold in its pure state like other foods which are not recognised mixtures.

With regard to the law on adulteration of foods, it is no part of the duty of the City Health Officer or myself to attempt any vindication of that law, our duty being merely to administer the law as we find it, that being the elementary principle of municipal administration.

But the City Health Officer pointed out, with reference to the particular article of food under consideration, that it is highly unjust that unscrupulous vendors should be allowed to palm off on the public so-called mustard, which is largely composed of a much cheaper substance, and one which is wholly inert for the purpose for which mustard is employed; and further, it is well known that mustard is very largely used as a very valuable external medicament, and its intelligent and useful application in such a connection is almost entirely dependent upon the use of pure mustard, or at least of the substance in a form and strength which is accurately known to the physician prescribing it or to the person using it.



A statement has also been publicly made to the effect that in London there is a recognised standard whereby an admixture of 50 per cent. of wheaten flour is authorised. This statement came to me as a revelation, and the authority upon which it is made would be welcomed in order to dissipate any doubt as to its accuracy, which accuracy I at present am bound to question and shall continue to question until some actual proof other than mere assertion is adduced in support of the statement. I have never known or heard of any such recognised standard being in operation in London, except where mustard is sold under the provisions of Sections 8 and 9 of the Sale of Food and Drugs Act, 1875, whereby mustard is sold as a compound and clearly and distinctly labelled as such. It was my privilege to have as a colleague for several years one of the best and most distinguished public analysts in London, an authority who was universally recognised. His reports on hundreds of samples passed through my hands, and it was customary to show an analysis of samples under four separate headings or divisions classifying them as GENUINE, ADULTERATED, INFERIOR, and ABNORMAL. The term "Genuine" was clearly understood, as laid down in his reports, to mean that the composition of the samples so described was in accordance with the scientific definition given to the various articles dealt with, and that no adulteration could be certified in regard to them. Having regard to this definition, I am quite satisfied that no sample was ever certified or classified as genuine which was adulterated with 50 per cent. of wheaten flour, and, as stated, I confidently challenge proof of such practice being in operation or sanctioned either in London or the provinces.

I may further add that since the question was under discussion by the Council I have read the last annual reports issued by the Public Analysts for the Metropolitan Boroughs of Battersea, Bermondsey, Camberwell, Chelsea, Deptford, Finsbury, Fulham, Greenwich, Hammer-smith, Hampstead, Kensington, Lambeth, Lewisham, Marylebone, Paddington, Poplar, St. Pancras, Shoreditch, Southwark, Stepney, Wandsworth, and Westminster, and there is no suggestion or reference to any such standard as having been adopted, but there is a record of one case of a sample of mustard being brought before the Borough Council of Finsbury, which was adulterated with one per cent. of starchy matter.

Having regard, therefore, to the statements made referring to prosecutions by the Council for the sale of adulterated mustard, that the standard for mustard set up by the sanitary authorities in Great Britain sanctions the use with mustard of a certain percentage of wheaten starch or flour, I deem it right to report that such statements are without foundation, and the City Health Officer concurs in that assertion. There is no standard established by authority in Great Britain for mustard, which, if sold as such, must be delivered in its pure state. In support of this statement I beg to quote the following English Police Court decisions, which are reported in the journals :—

1. At the Birmingham Police Court on January 15th, 1900, H. G. Charge, a grocer, of 248 Warwick-road, was fined twenty shillings and costs for selling mustard adulterated with nine per cent. of added starch and a small quantity of turmeric, which had been added to mask the presence of the starch.
2. At Kensington Petty Sessions on July 20th, 1900, on the evidence of my then colleague, the Public Analyst for Westminster, Messrs. Davis and Evans, of 193 Clarendon-road,



Notting Hill, were summoned at the instance of the Kensington Vestry, and were fined twenty shillings and costs for selling mustard containing twenty-five per cent. of starchy matter having the character of wheat flour.

3. At Kensington Petty Sessions on October 5th, 1900, again on the evidence of my then colleague, the Public Analyst for Westminster, Albert Simmonds, of 5 Prince Teck Buildings, Earl's Court, was summoned at the instance of the Kensington Vestry for selling adulterated mustard. The analysis certificate showed that the mustard contained twenty-five per cent. of starchy matter having the character of wheat flour. The mustard was served in a bag, *inside* which was a card on which was printed a notice that the mustard was sold as a mixture. The Bench decided that such a notice was insufficient, and properly fined the defendant twenty shillings and costs.

These examples are quite sufficient to show the incorrectness of the irresponsible statements which were so freely circulated in Sydney last year, and which were used in argument during debate by the City Council of Sydney, as to the existence of an English standard other than that of purity. The case at Birmingham clearly proves that no such standard existed in the Midlands, and certainly no such standard as alleged ever existed in the metropolis. It will be observed that in each case cited the extent of adulteration was less than in any case in which prosecutions were conducted or initiated by the City Council of Sydney, which in one case the quantity of the adulteration admixture only reached nine per cent.

In accordance with the suggestion of the City Health Officer, I should like to point out that the full bearing of the law on this subject has been appreciated by at least one firm of local manufacturers, which legibly labels all impure mustard put on the market by it as a "mixture containing farina," thus complying with the letter of the law, and safeguarding themselves against prosecution for adulteration, as prejudice to the purchaser could not be proved. The New South Wales law requires, in respect of mixtures sold under the name of any food, not only that the fact of the admixture should be legibly printed or written upon any package sold, but also that the nature of the added ingredients should be clearly set forth. And that provision is the least that the protection of the public demands.

On this matter I may state that in taking samples from vendors, the name of the manufacturer is not generally known, but when that fact is within the knowledge of the Sanitary Department, the name is registered.

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#### MUSTARD ADULTERATION—MAGISTERIAL DECISIONS.

Under another heading reference has been made to the proceedings which were instituted in connection with the adulteration of mustard.

In connection with one of these cases I consider there was—although I believe an unintentional—miscarriage of justice, to which I am in duty bound to direct particular attention.

The defendant was summoned in respect of sample number 214, the charge being that on a certain date the defendant sold to the purchaser, an Inspector in the service of the City Council, "to the prejudice of the purchaser thereof, an article of food, namely, certain mustard, the same not being of the nature, substance or quality of the food demanded by the purchaser, contrary to the Act in that case made and provided."

According to the certificate of the Government Analyst, the sample was found to be adulterated by the addition of forty per cent. of wheaten flour, and according to the evidence submitted the only question of fact in dispute was in relation to a statement made by the defendant, in which he stated that the Inspector asked her for one pound of Keen's mustard, to which the defendant replied, "This is Keen's mustard; will that do?" at the same time placing a fourteen pound tin of Keen's mustard on the counter. The Inspector, according to the defendant's statement, replied, "Yes." The defendant further stated that the tin had the words "Mustard compound" printed in large letters on two sides, which could be seen by the Inspector. The Inspector denied this conversation, and also gave evidence on oath that he did not see what printed matter was on the tin, although he admitted a tin was placed on the counter from which defendant obtained the sample. The Inspector's evidence was in every respect a repetition of the statement originally furnished by him on his return to the Town Hall after taking the sample, and his evidence was not shaken in the least.

The attention of the Magistrate was specially directed to Section 89 of the Public Health Act, which reads as follows:—

"Any person who sells a food or drug shall deliver the same to the purchaser in its pure state, and in strict accordance with its labelled description, and with the name under which it is sold, unless it is sold as a mixture, in which case the added ingredients shall be pure, and the fact of the admixture, with the names of the added ingredients, shall be distinctly and legibly written or printed on a label affixed to the outside of the containing vessel or parcel or to the outside wrapper of the food or drug. A breach of this section shall be deemed an offence under the last preceding section of this Act. Provided that it shall not be necessary so as to affix a label in the case of food generally known to users as a compounded article or a drug not recognised by the British Pharmacopœia, mixed with any matter or ingredient not injurious to health, and not intended fraudulently to increase its bulk, weight or measure, or to conceal its inferior quality."

The requirements of this section were not complied with, neither was it contended that they had been complied with beyond the allegation that the words "Mustard compound" were on the tin, and this was disputed on the part of the prosecution. Again, when "mustard" is asked for, "mustard compound" should not be supplied, and mustard is not an article of food generally known to users as a compounded article. Admitting, for the sake of argument, that these words were on the tin, the fact of the admixture with the names of the ingredients was not distinctly and legibly written or printed on a label affixed to the outside of the containing vessel or parcel or to the outside wrapper of the food, and as the section provides that a breach of Section 89 shall be deemed an offence under the last preceding section of the Act, such last preceding section being the section under which the defendant was summoned.

To the surprise of everybody the Magistrate dismissed the case, stating if he convicted he would be fixing a standard of adulteration which should be fixed by the Board of Health in their regulations—a gratuitous piece of advice entirely uncalled for and quite unwarranted. I contend that in this case the decision was against the weight of evidence; even admitting the defendant's contention that "Mustard compound" was on the tin, the ingredients were not disclosed.

Under the provisions of Section 77 of the Public Health Act it is enacted that the Governor, on the recommendation of the Board of Health, may by notice in the *Gazette* fix limits of strength and purity for articles of general consumption. The power and authority conferred is optional, and not mandatory, and I contend that as the Board of Health had not deemed it necessary or desirable to make regulations fixing limits of strength and purity in relation to the sale of mustard, it was the bounden duty of the Magistrate to administer the law as he found it and not to dictate or suggest to the Board of Health what should be done by them. Furthermore, I contend that in suggesting a standard of adulteration—but which, by the way, is a misnomer, rather should it be a standard of strength and purity—the Magistrate exceeded the limits of his jurisdiction. Did the purchaser get what he asked for, and if he did not, and an admixture was sold to him, were the ingredients constituting such admixture disclosed? He did not get what he asked for, and the ingredients constituting what he did get were not disclosed to him, and I therefore submit that he ought to have been convicted, and that the decision of the Magistrate was wrong and not in accordance with the evidence submitted.

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#### MUSTARD ADULTERATION—JUDICIAL DECISION.

Proceedings were instituted in October last against a certain tradesman for selling mustard not of the quality demanded. The case came before the Magistrate on the 30th October, 1903, when it was adjourned for six weeks. On the 11th December, 1903, the case came on again before the same Magistrate, who convicted and fined the defendant £1 and 5s. costs.

The defendant appealed against the conviction for selling adulterated mustard, and the appeal came before His Honor Judge Heydon at the next following Quarter Sessions. According to the evidence which was given before the Magistrate it appeared that a duly authorised officer of the Council had, on the 4th September last, asked the defendant for one pound of loose mustard and was informed that he had none, but had one quarter pound tins of mustard. The officer then went behind the counter and inspected certain large tins and asked for one pound of mustard out of an unopened tin, which was covered with paper, upon which were certain labels. This proved to be a seven pound tin of Keen's second quality mustard, and on analysis was found to contain forty per cent. of flour. The defendant swore that he directed the attention of the officer to the words "Mustard compound" on the label, and that he told the officer at the time of delivering the sample that it was a compound.

The appeal turned on the construction of Section 89 of the Public Health Act, and on the question whether Section 89 should be read in conjunction with Section 88. These sections read as follows:—

88. (1) Every person who—

(a) for purposes of sale mixes or causes or permits to be mixed any ingredient or material with any food or

drug in order thereby fraudulently to increase its weight, bulk, or measure, or to conceal its inferior quality ; or

- (b) to the prejudice of the purchaser sells any food or drug mixed with any ingredient or material whereby the weight, bulk, or measure of such food or drug has been increased or its inferior quality concealed, shall be liable to a penalty not exceeding twenty pounds, and for any subsequent offence to a penalty not exceeding fifty pounds.

(2) Every person who to the prejudice of the purchaser—

- (a) sells any food or drug which is not of the nature, substance, or quality of the food or drug demanded by such purchaser ; or

- (b) any compound food or drug which is not composed of ingredients in accordance with the demand of the purchaser, shall be liable to a penalty not exceeding twenty pounds, and for any subsequent offence to a penalty not exceeding fifty pounds.

(3) In any prosecution under this section it shall be no defence to allege that the purchaser having bought only for analysis was not prejudiced by the sale, nor to prove that the food, or the drug subject to the prosecution, though defective in nature or in substance or in quality, was not defective in all three respects.

89. Any person who sells a food or drug shall deliver the same to the purchaser in its pure state, and in strict accordance with its labelled description, and with the name under which it is sold, unless it is sold as a mixture, in which case the added ingredients shall be pure, and the fact of the admixture, with the names of the added ingredients, shall be distinctly and legibly written or printed on a label affixed to the outside of the containing vessel or parcel, or to the outside wrapper of the food or drug. A breach of this section shall be deemed an offence under the last preceding section of this Act.

Provided that it shall not be necessary so to affix a label in the case of food generally known to users as a compounded article or drug not recognised by the British Pharmacopœia, mixed with any matter or ingredient not injurious to health, and not intended fraudulently to increase its bulk, weight or measure, or to conceal its inferior quality.

His Honor Judge Heydon, after lengthy argument, upheld the appeal and quashed the conviction, with £9 9s. costs, holding that upon a charge of selling food not of the nature, substance and quality demanded, and to the prejudice of the purchaser, such food being a mixture, it is not necessary for the defendant to show that the provisions of Section 89 have been complied with regarding the label, etc.

The City Solicitor, in commenting upon this decision, which constituted a new departure in the administration of the law as regards adulteration and the purchaser obtaining what he asked for, observed that



the effect of Judge Heydon's decision will render it very difficult for local authorities to obtain convictions in many cases on the sale of adulterated food, and he suggested that provisions should be made in the Bill amending the Public Health Act, which he understood was ready for presentation to Parliament, to make the provisions of Section 89 clear beyond all doubt. The importance of the matter was such that the City Solicitor regretted there had not so far been an opportunity of obtaining a decision of the Full Court on the question, as such a decision would be more satisfactory in all respects than that of a Judge sitting in Quarter Sessions; and I should think the members of the Council will heartily endorse the views of the City Solicitor.

The Health Committee, on consideration of the question, had some doubt as to the precise section under which the charge had been preferred, and I was therefore instructed to confer with the City Solicitor, who subsequently reported that the prosecution was under Section 88, Sub-section (a) of Part 2, and the reason for taking proceedings under that section was that on the facts furnished by the officer of the Council who purchased the sample the case disclosed an offence under that section. Notwithstanding the decision on the appeal at Quarter Sessions, and with all due respect for the opinion of His Honor Judge Heydon, the City Solicitor reiterated his former opinion, and counsel agreed with him, that the defendant in default of proving compliance with Section 89 was rightly convicted, and in this view the Health Committee concurred, and very properly gave instructions, which were afterwards endorsed by the Council, that in the event of a similar set of circumstances arising, the matter should be taken to the Full Court.

A purchaser demands to be supplied with "mustard." Instead of "mustard" he gets a "mixture" containing forty per cent. of another material which was not of the nature, substance, or quality of the food or drug demanded by the purchaser, and the vendor is accordingly proceeded against and very properly convicted by the Magistrate. Section 89 clearly lays down that where any person who sells a food or drug shall deliver the same to the purchaser in its pure state and in strict accordance with its labelled description, and with the name under which it is sold, unless it is sold as a mixture, in which case the added ingredients shall be pure, and the fact of the admixture with the names of the added ingredients shall be distinctly and legibly written or printed on a label affixed to the outside of the containing vessel or parcel or to the outside wrapper of the food or drug, and it is clearly enacted that a breach of this section shall be deemed an offence under the last preceding section of the Act—the section under which the proceedings were instituted. The purity of the flour is not questioned, but no proof was adduced by the defendant that the names of the added ingredients were distinctly and legibly written or printed, as prescribed by Section 89, and the learned Judge at Quarter Sessions held that it was not necessary for the defendant to show that the provisions of Section 89 had been complied with as regards the label. The prosecution proved that the purchaser did not get what he asked for, and that the article supplied was to the prejudice of the purchaser, and it was no business of the prosecution to prove the case for the defendant. Well and truly has it been said by Shakespeare "that the law is past depth to those that without heed do plunge into it."

## CONVICTIONS UNDER BY-LAWS.

The number of convictions obtained for all offences during 1903 was 1,665. The fines and costs imposed amounted to £920 15s. 6d., of which the actual portion of the fines, together with costs received by the Council, was £667 14s. 8d.

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## DAIRYING INDUSTRY BILL.

Special reference was made last year to the fact that the Dairy Industry Bill had been issued to the Legislative Assembly by the Minister for Agriculture.

This Bill was intituled :—

“ A Bill to regulate dairies and dairy factories, and the production and manufacture and exportation of dairy produce ; to secure that dairy produce shall be produced, manufactured, sold, and exported in a wholesome state ; to regulate the storage, carriage, and exportation of dairy produce ; and to regulate the manufacture, sale, carriage, packing, importation, and exportation of margarine and other similar substances.”

As regards the ostensible objects of the Bill which was introduced, it is assumed, in order to secure uniformity, system, simplicity, and co-ordination throughout the State, considerable difference of opinion prevails. The Bill provided, *inter alia* (1) That all produce for export shall pass through the Government stores only, there to be inspected as to packing and condition, etc., graded and branded by State officials ; (2) that produce shall be exported only from the port specified by the Government ; and (3) that the ship which carries such produce must be equipped according to Government approval. The farmers interested very naturally condemn these provisions as an unnecessary interference with the dairying industry, and provisions which in practice would be worse than useless if not absolutely mischievous.

In October last the registered dairymen of New South Wales presented a petition to the Legislative Assembly directing attention to the Bill, especially in regard to a prominent feature in relation to the compulsory grading of all butter intended for export outside the Commonwealth. At the Dairy Farmers' Conference, which was convened during the year by the Minister for Agriculture, with the ostensible object of ascertaining the opinion of dairymen on the subject of a Dairy Industry Bill, and also at a subsequent meeting of Dairy Factory Managers, certain resolutions were passed in favour of the Bill, which the registered dairymen alleged in their petition do not convey the sentiments or the wishes of the great majority of those engaged in the dairying industry of the State. In support of their statement the registered dairymen alleged that at the conference convened by the Minister, delegates for the most part were appointed by agricultural societies, the committees of which are composed of men engaged in pastoral, agricultural, industrial and trade pursuits, and therefore the whole of the delegates chosen could not be considered as representative of the dairying industry or voicing the opinions and wishes of the dairymen.

It also appeared that as an act of grace on the part of the Minister several dairymen present who were not delegates were permitted to address the Conference, but the ridiculous limitation of speeches for a period of five minutes did not permit a full expression of their views, and as they had no vote, the practical dairymen may be considered to have been misrepresented at the Conference. This contention on their part, as testified to by 1493 registered dairymen, appears to be fully justified.

The registered dairymen expressed themselves as being fully impressed that any legislation beyond what is absolutely required for the protection of consumers and in the interests of the preservation of the health of the community was unnecessary, and would prove vexatious to the producers and detrimental to their best interests, and an undue interference with private enterprise; they therefore prayed that the Legislative Assembly would not sanction any legislation that provides for the grading of butter for export similar to that proposed.

The Bill found its customary place in the "slaughter of the innocents" upon the termination of the session.

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#### SANITARY DEPARTMENT—MILK SUPPLY, ETC.

The following summary of registrations is submitted for the information of the Council:—

DAIRIES—		1902.	1903.
Applications to be registered	..	3	2
Applications refused	.. ..	Nil	Nil
Removed from district	.. ..	1	—
Now standing registered	.. ..	2	2
MILK VENDORS (SHOPS)—			
Applications to be registered	..	961	1,201
Applications refused	.. ..	19	3
Removed from district	.. ..	229	184
Now pending	.. ..	19	Nil
Now standing registered	.. ..	694	1,014
MILK VENDORS (CARTERS)—			
Applications to be registered	..	225	223
Applications refused	.. ..	Nil	Nil
Removed from district	.. ..	3	11
Now standing registered	.. ..	222	212
TOTAL REGISTRATIONS AT 31st DECEMBER		918	1,228
Total applications for registration		1,189	1,423
Total inspections	.. ..	3,555	3,453
Total samples taken	.. ..	208	537
Prosecutions instituted	.. ..	88	107
Convictions obtained	.. ..	85	99
Fines imposed and costs awarded—		£164 16s.	£166 12s. 6d.

In connection with the samples taken, it is interesting to note that 373 were reputed as genuine and 164 as adulterated. Prosecutions failed in six cases only, and in thirteen cases the summonses could not be served.

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## SANITARY DEPARTMENT—MEAT INSPECTIONS.

The following comparative summary of inspections made in connection with meat supply for each of the years 1902 and 1903 is submitted for the information of the Council :—

	1902.	1903.
Inspection of butcher's shops, sausage factories, etc. . . . .	2,891	2,054
Inspection of meat depots . . . . .	536	743
Inspection of poultryers' shops and premises . . . . .	497	428
Inspection of produce stores, ham, bacon, etc. . . . .	323	351
Inspections of rail and wharves, imported meat . . . . .	97	770
Inspection of restaurants . . . . .	—	353
Total . . . . .	4,164	4,699

During the year the following articles were seized, condemned and destroyed as unfit for human food : —34,038 pairs of rabbits, 405 pounds of ham and bacon, 1 barrel of salmon, 13 barrels of salt beef, 10 packages of salt herrings, 1,167 bunches of bananas, 1 carcase pork, 12 cases and 5 baskets of fresh fish, 1 case of smoked fish, 86 bags of potatoes.

These figures alone furnish proof of the usefulness of the inspection. The systematic inspection of the various restaurants in the City was authorised and undertaken for the first time during 1903 with considerable advantage, and this inspection will be maintained as a regular feature of the routine work of the Sanitary Department.

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## HARBOUR TRUST—CLEANSING OPERATIONS.

Through the courtesy of Mr. Harold F. Norrie, Secretary to the Harbour Trust Commissioners, I have been favoured with a copy of the annual report of Mr. H. D. Walsh, Engineer-in-Chief to the Trust, from which it appears that the work of placing dwellings and business premises within the area vested in the Trust in good condition and repair has been steadily proceeded with. Every precaution has been taken to keep the foreshores of Darling Harbour in as sanitary a condition as circumstances permitted, but it is acknowledged on behalf of the Trust, and the Trust has since confirmed the admission, that it will be impossible to effect any really permanent improvement until arrangements have been made which will obviate the necessity of discharging the City sewage into the harbour, and until a substantial rat-proof facing is substituted for the present rough turpentine sheet piling. The Commissioners intimate that they have from time to time brought under the notice of the Government the dangerous condition—from a health point of view—of a portion of Darling Harbour. Designs have been prepared for a "Monier" pile facing, and it is intended to proceed with the work as soon as funds are available, and the Commissioners expect that a sum of money will be placed on the next Estimates to provide for facing the more offensive section with "Monier" sheeting. The great length of frontage means, however, a considerable expenditure of both time and money; but

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until the whole of Darling Harbour is properly faced the Harbour Commissioners are of opinion—an opinion which every sensible being will endorse—the danger of intermittent plague visitations will be a standing risk. Until this is done the Harbour Commissioners are very clear in the pronouncement that no satisfactory improvement can be effected along the busiest portion of the foreshores.

It is refreshing to find in this cringing lackadaisical age a subsidiary department possessing the moral courage to intimate to its superior authority, which in this instance happens to be the Government of the day, that Darling Harbour, controlled by the Harbour Commissioners, a subsidiary department of the Government, is in a dangerous condition from a health point of view, and that until satisfactory improvements are carried out the danger of intermittent plague visitations will be a standing risk to the public at large. The Harbour Commissioners have clearly shown their willingness to carry out these improvements provided the necessary funds are forthcoming. The Harbour Commissioners have made repeated representations to the responsible Government Departments that the necessary funds should be provided for the purpose, and in the discharge of their duty the Harbour Commissioners have now felt it incumbent upon them, as the nominal custodians of public health, so far as Darling Harbour is concerned, to place the responsibility on the right shoulders, and proclaim to the public, by means of their annual blue book, that they impeach the Government of the day for the *laches* and neglect which permits the continuance of the disgusting condition of things prevalent in a portion of Darling Harbour.

To me, as a public officer, this is no political question. As a public officer I have no politics, but where *laches* are proved to exist, *laches* cannot be condoned under any circumstances, even though those *laches* exist in the Government of the day. For every intermittent visitation of plague the public now know, on the authority of the Harbour Commissioners, that the Government must be held responsible solely and wholly on the ground that whilst tens of thousands of pounds can be expended on other less important public works, so far as public health is affected, the funds requisite to place Darling Harbour in a sanitary condition, so as to prevent the continuance of existing conditions as a standing menace and danger to public health cannot be provided.

While the dredging plant has been actively employed during the year in lifting and towing to sea nearly 800,000 tons of material from the vicinity of the wharves, and upwards of 70,000 tons removed from the Parramatta River, the two scavenging boats belonging to the Trust have been fully employed. The tug "Octopus" was employed each night steaming the sheet piling and substructure of the wharves, and this has resulted in a marked improvement in the condition of the foreshores, and it is believed has helped greatly to reduce the number of rats in the vicinity.

Poison has been set under the wharves and has also been distributed free to any of the tenants requiring it, while premises reported to be rat infected have been immediately dealt with and disinfected. The greater part of the harbour above Pyrmont Bridge has been dredged during the year, and all deposits from drains and sewers removed, and in May last the Commissioners, at the request of the City Council, when the plague rats were discovered in a Sussex Street store, employed a large gang of men in turning over stock, whitewashing and disinfecting the various premises in the infected area.

The work done by the two scavenging boats is shown by the following list of carcasses, etc., removed and destroyed :—2180 dogs, 1169 cats, 4056 rats, 315 bags of fish, 319 bags of meat, 1971 fowls, 59 pigs, 733 rabbits, 127 hares, 3 wallabies, 26 calves, 45 sheep, 9 stingrays, 33 goats, 1 case trotters, 3 sides beef, 5 eels, 9 turkeys, 129 bags of chaff, 1 snake, 5 lambs, 2 squirrels, 29 ducks, 1 porcupine, 3 sharks, 1 native bear, 20 lobsters, 46 birds, 43 bales of straw, 8 bales of hay, 5 flying foxes, 2 bags of turnips. The expenditure in connection with this work was £2,591 18s. 11d.

I cannot close this reference to the work executed by the Harbour Commissioners in relation to the public health without placing on record a due appreciation of the heartiness and cordiality in which assistance and co-operation has been rendered whenever required, and the thanks of the City Health Officer and myself are especially due to Mr. Norrie, the courteous Secretary, to Mr. Walsh, the Engineer, and to Mr. Bruce, of the Cleansing Department of the Trust, for the obliging manner in which our respective suggestions have been received, and for the promptitude which has invariably been evinced in carrying them out to a satisfactory conclusion. When failure to carry out our requirements as representatives of the administrative public health authority of the City has resulted, such failure on the part of the Harbour Commissioners and their executive officers can only be attributed to the stereotyped phrase, which has now become a recognised password, namely, "Want of funds."

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#### FORESHORES, DARLING HARBOUR.

Numerous complaints have from time to time been received by the Council with regard to the condition of the foreshores of the eastern side of Darling Harbour south of King Street. The City Health Officer reported that this part of the foreshores is without exception very insanitary, especially when viewed in connection with a possible recurrence of plague and the ascertained fact that plague in Sydney is chiefly spread by the agency of rats and mice. Throughout this portion of the harbour no regular seawalls have been constructed, and the faces are formed of loose stones and rocks piled together in disorder and full of innumerable crevices, which afford plenty of harbourage for rats and lodgment for filth left behind by the receding tide. A considerable number of small sewers discharge on the foreshores, often above high-water mark. Practically nothing has been done during the last three years to improve the actual foreshores of this part of Darling Harbour. Some parts of the foreshores are in much worse condition than others. The foot of Drutt Street, Bathurst Street and Liverpool Street, for instance, and frontages on either side of Pyrmont Bridge, according to the City Health Officer, are in a disgraceful condition.

Further back from the seawalls a good deal of work has been done in the direction of concreting the basements of produce stores and repairing old rubble walls, which have become rat infested, but there are still a number of old buildings and dilapidated sheds in existence which require demolition, and which in their present state harbour numbers of rats. Examples of these are to be found in old iron sheds at the foot of Bathurst Street and Drutt Street, and in others in the rear of the Sussex Street frontage, which are in so dilapidated and neglected a condition as to interfere seriously with the sanitation of this part of the City.

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## BUBONIC PLAGUE—INFECTED RATS.

In the early part of last year an unusual number of dead rats were discovered in a produce store in Sussex Street, and on being forwarded to the Department of Public Health, one of the number was found on bacteriological examination, to be affected with bubonic plague. Subsequently other rats and mice caught in the same store and in three other stores included in the same block of buildings were found to be plague infected, and a number of dead rats found in the same premises too far advanced in decomposition for examination, but which, according to appearances, indicated death from plague.

The discovery of plague-infected rats naturally caused much anxiety, not that it necessarily followed that such discovery indicated a recrudescence of a former bubonic outbreak, but that the plague had reappeared by reimportation. The fact of such reimportation appeared to establish the presumption, already strongly entertained, that the rodent is the usual medium by which infection is communicated, and as the importation of rats is only possible by sea, the adoption of the most drastic and rigorous measures in connection with the wharves is imperatively necessary if Sydney has to be properly protected.

The employees of the Board of Health and of the Harbour Trust undertook the work of capturing rats in the store referred to and on the block on either side of it, and the City Council's ratcatching staff were at once set to work on the block bounded by Sussex Street, King Street, Clarence Street and Market Street, with instructions to thoroughly and systematically cover the whole area. Rigorous inspection was authorised, and in the event of any filth being discovered or any of the necessary plague precautions not being observed, it was intended to enforce the law.

The City Health Officer officially reported to the Lord Mayor that the infection did not arise from the previous outbreak of plague, but was probably caused by an infected rat being landed from a northern port, and he thought the steps that had been taken would be sufficient to prevent any outbreak.

On the facts being brought under the notice of the Lord Mayor, the City Health Officer was instructed to immediately take all possible precautions, and prompt measures were taken to safeguard the interests and safety of the citizens. It is worthy of observation and of record that the particular portion of the City in which the infected rats were discovered had been found on investigation to be in a very healthy condition from the sanitary point of view, and the conditions generally as regards cleanliness were vastly different from those prevailing on the occasion of the previous outbreak, the improvement being most marked.

At a special meeting of the Health Committee convened by the Lord Mayor, the reappearance of plague in the rat was reported, and the Committee gave the necessary authority to increase the strength of the ratcatching staff of the Council from six to twelve hands, and to purchase what equipment in the way of traps, poisons and disinfectants was necessary. The additional ratcatchers were selected from about thirty applicants, all of whom had had previous experience in the work of trapping rats either in the service of the Council or in that of the Department of Public Health.

At the same meeting of the Health Committee it was decided to approach the Harbour Trust and suggest that as the Trust owned as landlord the property on which plague rats had been discovered and



killed, the harbour authority should undertake a thorough and comprehensive search for rats among the produce stores between the western side of Sussex Street and the frontage of Darling Harbour, and at the same time take the opportunity of performing any cleansing and disinfection which might be found necessary.

The Harbour Trust readily and cordially acceded to the request preferred by the Health Committee, and with commendable promptitude and energy on the following morning engaged a large staff of men, who were placed under the direction of Mr. Bruce, of the Harbour Trust, and instructed to carry out the necessary work to the entire satisfaction of the City Health Officer. The Harbour Trust Staff proceeded to deal with the block lying between King Street, Market Street, Sussex Street, and Darling Harbour, and carried out the work in a thoroughly systematic and highly satisfactory manner. All the stock contained in that area—the premises being nearly all occupied as produce stores—was shifted and carefully searched for rats, and a large number were caught and killed, and forwarded to the Department of Public Health for bacteriological examination. The produce stores in which the first rats found were killed, and which appeared to form the focus of the plague invaded area, was dealt with entirely by the staff of the Department of Public Health.

In the meanwhile the premises on the eastern side of Sussex Street, and lying between Sussex Street and Kent Street, was day by day systematically trapped by the City Council's ratcatching staff, and an average of seventy rats per diem were caught and forwarded to the Department of Public Health for examination. For some few days no plague rats were caught east of Sussex Street, and the area invaded in that part of the City appeared to be small and circumscribed. Eight days, however, after the first appearance of plague rats in Sussex Street, an intimation was received from the Board of Health that a plague-infected rat had been discovered on one of the wharves at Woolloomooloo Bay.

The Lord Mayor, in an interview with the Hon. the State Premier, Sir John See, K.C.M.G., obtained executive authority for the City Council to search, cleanse, and otherwise deal effectively with the whole of the area contained within the limits of Clarence Street, Margaret Street, Druitt Street, and Darling Harbour. In reporting as to the result of his enquiries and personal investigations, the City Health Officer stated that, generally speaking, the premises which had been examined in and immediately contiguous to the Darling Harbour area, in the search for rats had been found to be in very fair order, and presented a very striking and illustrative contrast to the state in which they were in 1901. The basements in the produce stores had floors of solid concrete, which had been laid by the Harbour Trust, in compliance with notices issued under the authority of the City Council, and which afforded no harbourage for rats, and in other respects the condition of the premises in that particular portion of the City of Sydney, so liable to an outbreak of plague, had been greatly improved, to the advantage not only of the area itself, but of the whole City. The City Health Officer, however, whilst recognising the good work which had been done by the Harbour Trust up to that time, was, in duty bound, obliged to point out that the harbour frontages were still, for the most part, in a very rough and unfinished, and, consequently, unsatisfactory condition, and, being constructed of loose rockwork, full of crevices, could not, under such circumstances, fail to



provide numerous lurking places and convenient harbourage for rats, thereby constituting a terrible menace to public health, and a source of constant worry and anxiety in relation to plague.

In this district the facilities for distribution of rats in parcels of chaff, grain, and other produce were undeniably very great, and it appeared at the time quite possible that infected rats might have been thus conveyed to other and more remote parts of the City. Having regard, therefore, to these facilities, it was deemed desirable to institute a thorough search in all produce stores throughout the City, and with this object in view, twenty additional men were temporarily engaged by the Council to handle the stocks in produce stores and make a comprehensive search for rats and their nests. This number was divided into four gangs, to each of which a ratcatcher was allocated. The number of produce stores in the City, apart from those located within the area belonging to and controlled by the Harbour Trust, was at that time about sixty, and the City Health Officer considered that with reasonable expedition the whole number could be satisfactorily dealt with in the manner indicated in approximately ten days.

At a subsequent meeting of the Health Committee it was reported that an intimation had been received from the Board of Health of a sudden increase in the number of rats and mice examined by the department which had been found infected by plague. On one day sixteen rats so infected were examined in the laboratory of the department, of which eleven were found in a stable in the suburban municipality of Waterloo and five had been traced to four different localities on the harbour frontages of the City. An additional six more affected rats were received by the department on the following day, these having been obtained from the stable in the suburban municipality of Waterloo and from a produce store on the Darling Harbour frontage, which was in process of being overhauled by the Council's employees. Examination in this produce store showed that traces had been found of rats entering the place by an opening through a rainwater pipe. This sudden increase in the number of plague-infected animals being discovered occasioned much disquiet, as it appeared to indicate that disease was spreading among the rats in spite of the unremitting and strenuous efforts which were being taken by the authorities for its suppression.

Unfortunately, however, the public continued still very apathetic and appeared to be taking very little pains to free their premises from rats and mice, although repeatedly reminded that poison for the destruction of rats and mice was supplied free, and that ratcatchers were sent on application being made to the Town Clerk.

The view was expressed by the Health Committee that on the report of the City Health Officer it appeared that so far as the City was concerned, the cleansing staff was sufficient, but that as regards the suburbs it was deficient, and that this clearly showed that so far as protection and the administration of the Health Act generally were concerned, the suburban municipalities had taken very little action. No systematic inspections appeared to have been made, and the primary condition was that the borough staffs were undermanned. Furthermore, unless the inhabitants of the City could be made to realise that they were in danger of another terrible outbreak of plague, the City Council's efforts were hampered. With regard to the suburban municipality of Waterloo, enquiries had been made, and it had been ascertained that at the last meeting of the local aldermen, the Inspector of Nuisances had complained

of the unsatisfactory manner in which the removal of refuse had been undertaken. At that time, when the safety of the citizens depended upon prompt action and prompt preventive measures, it was useless for the City to take exacting precautions when there existed boroughs in the immediate neighbourhood which did not do their duty. The borough of Alexandria was also in a bad state, and quite unfit to cope with an outbreak of plague if it occurred, and in the suburban districts generally, municipal disinfection was also a dead letter.

The Health Committee decided to make representations to the Board of Health that the capitation payment for rats should be restored, and also that the action of the City Council in relation to the inspection of produce stores and stables should be carried out in the suburbs. The Board of Health agreed to restore the capitation payment for rats in order to induce a more vigorous crusade against them. With regard to the general apathy in the suburbs, the Board of Health very wisely decided to call upon the suburban councils to adopt a similar by-law in regard to produce stores and the collection of garbage as those adopted by and enforced by the City Council. Under these by-laws, all the produce stores require to be paved with cement and cleared of lining boards, so as to afford no refuge for rats, and house garbage placed in suitable covered bins.

Towards the end of June a case of plague occurred in Annandale, the patient having been employed in Pitt Street North, but the actual source of infection could not be traced, and about the same period an infected mouse was discovered in the premises of a manufacturing firm in Kent Street. This was a new area, and indicated that the disease was travelling towards the centre of the City, and to the locality it prevailed in so strongly on previous occasions. The City Health Officer at once made a personal inspection of the premises, and found it to be in excellent condition as regards both structure and cleanliness.

In view of the fact that the plague was once more located in the area which had been the nursery of previous outbreaks, there was naturally a good deal of public enquiry and concern manifested with regard to the sanitary condition of that particular part of the City, and the Health Committee desired the fullest information to be given to the public. The City Health Officer stated that, compared with the condition in which it had been found but two years previously, the Darling Harbour slope, in point of sanitation, had enormously improved. This result, it is gratifying to be able to state, was chiefly attributable to the more vigorous supervision of the City Council, assisted by the Board of Health, and to extensive structural improvements effected by the Harbour Trust in the area immediately abutting on to the wharves. Considerable improvements, however, could still be carried out by the Harbour Trust if the necessary funds—funds which could not be more advantageously applied—were provided by the Government. The Darling Harbour slope is recognised as being far short of all that it might be, and as it is to be hoped it will be eventually; but at any rate the reproach of being “dirty” in the offensive and dangerous sense of the word, no longer lies against it, and the Harbour Trust deserve credit for what they have carried out with the limited means at their disposal.

From Erskine Street, along and around Miller’s Point, the wharves were in a very sanitary condition. For the most part, the hitherto open spaces at the back of the street piling have been filled up with concrete, and as the wharf buildings have also undergone considerable improvement,

facilities for the location of the rodent have been greatly reduced. Between Erskine Street and the head of Darling Harbour, however, there was still room for much improvement. In this strip the shore line is either defined by the very old stone walls, in the innumerable crevices of which the rats can find roomy places, or old piling, behind which are open spaces for a catchment for undesirable material conducive to the presence of rats. It is admitted the remedy is to run a vermin-proof wall of concrete or some other material right round the shore line, and this is what the Harbour Commissioners are desirous of doing as soon as funds permit.

The promptitude and effectiveness of the measures taken resulted in restricting the outbreak.

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### BUBONIC PLAGUE—RAT CRUSADE.

In connection with the crusade against rats which took place in 1903, the number of complaints received amounted to 1,430. Premises were visited, traps used, and poison laid or instructions given by the officers and servants of the Council in 23,183 cases, the number of rats and mice caught being 18,829.

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### BUBONIC PLAGUE—PUBLIC INDIFFERENCE.

It was no news to receive frequent reports from the ratcatching staff that the public generally were apathetic in regard to the destruction of rats. Apathy, callousness and reckless indifference on the part of the citizens generally to the interests of the community as a whole, seeing that the commercial interests of the port and City were so materially affected, was the general verdict. Very few persons, indeed, whether business firms or others, appeared to concern themselves in the slightest degree or to take any steps whatever to free their premises from rats, and the applications for the issue of poison distributed at the Town Hall free of charge were so few as to be absolutely worthless. Indeed, the neglect of the citizens to realise their duty in this connection almost amounts to criminality; and were it not for the fact that the innocent would probably suffer equally with the guilty, one can only hope for a real good epidemic to break out to make wilfully defaulting citizens realise their responsibility, and that they individually owe a duty to the community at large. The indolent and careless attitude which, however, must not be confounded with ignorance of the consequences on the part of those who are principally concerned in the prevention of an epidemic of plague, is utterly incomprehensible. However energetic the authorities may be they can only hope to defend certain specially weak and consequently vulnerable points, similar to those represented by produce stores, in the line of defence against the conveying of plague by the rat. The City Council, the Board of Health, the Harbour Trust, and the Water and Sewerage Board may scheme and plan, and responsible officers may worry and work, never sparing themselves in organising and controlling, in season and out of season, but all in vain; their efforts are rendered nugatory by the gross criminal neglect of a lazy and indifferent public, and unless the public assists by individual effort in an effective crusade, having for its primary object the wholesale extermination of rats, each individual on his own premises, the best efforts of the authorities are



likely to prove futile, and should an epidemic follow, the blame and the responsibility must be laid upon the proper shoulders, namely, the citizens of Sydney, for they, and they alone, no matter what the outcry may be when the outbreak does come—and come it will in the absence of systematic united effort—will be to blame, and the verdict of those not immediately concerned can only be “serve them right.” A diffusion of the seeds of plague will necessarily entail greater expenditure to be applied in suppressive measures, for which citizens will have to pay. For any increased rate occasioned by their apathy and neglect the citizens can only blame themselves, but an increased rate may be the least way in which they will experience the effects of their consummate indifference to danger. It is a well-known fact that citizens become intensely obtuse owing to their being too much accustomed to place reliance on the endeavours of the municipal authority to carry out the responsibilities of the citizens themselves, and it is equally well known that citizens are prone to forget—in many instances it is not too much to say intentionally forget—that municipal assistance is not in substitution for, but is only auxiliary to, the efforts which should be put forth by the citizens themselves, and when disaster results the citizens are again too prone to forget their own culpable apathy and carelessness and to throw the responsibility on to the municipality. There is everywhere a tendency to lean on the authorities and to shirk responsibility, an evident feeling that plague fighting is the sole business of the Board of Health and the City Council, and a disinclination to take a hand in the work which, on the death of some unfortunate human victims occurring, gives way to a state of panic and consequent chaos and, in localities concerned, business paralysis. It is regrettable that the people cannot be induced to adopt precautionary measures on financial if not on other grounds.

With a view to arousing the citizens to a sense of the danger, the Health Committee authorised the issue of the following notice :—

#### DESTRUCTION OF RATS.

##### PLAGUE IS CARRIED BY RATS AND MICE.

During the past few weeks plague rats and mice have been caught in Sydney. If the public do not assist the authorities in destroying rats and mice, PLAGUE will surely appear again among human beings.

It is the duty of every householder to destroy the rats and mice on his own premises, as they are a source of danger both to his own household and his neighbours.

Lay poison freely in the places frequented by rats. Use traps also. Rat poison will be distributed free at the Town Hall to all responsible persons on demand, and expert rat-catchers will be sent to any place within the City on application being made to the undersigned.

If rats are found to be dying on your premises send information to the Town Hall at once. The Council will not divulge the name or address of any person on whose premises plague rats are found, yet if through your neglect or otherwise plague should occur in a human being on your premises, the fact will certainly become public, and if you are a business man, your business will suffer.



Keep your premises free from scraps of food and all useless rubbish. The former attract rats and mice and the latter shelter them. Any person who allows such materials to remain on his premises is liable to prosecution and fine. The Council will prosecute every person found offending in this respect.

THOMAS H. NESBITT,  
Town Clerk.

This notice was delivered to every business establishment and house in the City, but the effect was practically nil.

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### BUBONIC PLAGUE—SUBURBAN COMMENTS.

As might have been expected, certain suburban Aldermen warmly resented the statements made at a meeting of the City Council to the effect that the suburban Aldermen did not give proper attention to the cleanliness of their respective boroughs, and at a meeting of the Redfern Borough Council, Alderman Gorton asked for information as to how it was that the City Council allowed an auction sale of certain old timber from Sussex Street premises, and, drawing upon his imagination for his "facts," alleged that "plague rats had been recently discovered in a certain store in Sussex Street, the buildings quarantined and pulled down and sold, the place in question being situated between Market Street and Druitt Street."

As this statement reflected very seriously upon the action and *bona fides* of the Council in relation to the repressive measures taken in connection with plague, the City Health Officer and myself made full investigation and personal enquiry into the matter, and at the risk of appearing discourteous I deemed it my duty to write the Redfern Council emphatically stating that so far as could be ascertained the statement attributed to Alderman Gorton was entirely at variance with fact, and that no such sale of "dangerous timber" from an infected dwelling in Sussex Street had taken place or been contemplated. Furthermore, I pointed out that no buildings in the City which had been quarantined at the time stated had been demolished. The statement made by Alderman Gorton may have been a garbled reference to a produce store in Sussex Street which had been demolished at the instance of the City Council. But if that was so the store in question had never been plague infected or quarantined, and no plague infected rats had been caught within or anywhere near it. As a matter of fact the store referred to had been condemned because it was structurally unsafe, and the materials were sold by the owners. These materials were all inspected by the City Health Officer, and in his opinion were perfectly fit to be used in any kind of building for which their nature might be adaptable.

The foregoing facts were communicated to the Redfern Council, but Alderman Gorton had not the grace to apologise nor the manliness to confess that his statements, to put it mildly, were erroneous.

At the same meeting at which Alderman Gorton made the erroneous statement referred to, the Mayor of Redfern, Alderman Parkes, volunteered the statement that "on a recent occasion he had seen a certain lane off Sussex Street in such a filthy condition as ought to make the City Aldermen blush with shame." A thorough inspection of every lane leading off Sussex Street was immediately made by the City Health

Officer, the Inspector of Nuisances and myself, and there was no lane which could properly be described as coming within the terms of condemnation attributed to the Mayor of Redfern. In the absence, however, of more definite information as to the locality of the lane no precise statement could be made; and although the Redfern Council were communicated with to the effect mentioned, no reply was forthcoming, consequently I am obliged to conclude that, like Alderman Gorton, the Mayor of Redfern had been drawing upon his imagination for his facts, and that when proof was demanded it could not be adduced.

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### BUBONIC PLAGUE—SUBURBAN APATHY.

The indifference in the City could scarcely be worse in relation to the plague, but the acme of neglect must be attributable to the suburbs. On the authority of the City Health Officer, who is Medical Officer of Health for the metropolitan area, the Health Committee of the City Council ascertained that the suburban authorities were not by any means alive to the possibility of diseased rats or mice finding their way into the produce stores of many of the suburbs, the majority of which receive a large proportion of the stock from Sussex Street. The City Health Officer on more than one occasion stated that he could not understand the apathy which appeared to exist among the people of the suburbs with regard to matters which concern life and death. The City Council on their part were busily engaged in making a thorough examination of every single produce store in the place, searching exhaustively for any rats or mice which might happen to be diseased, and generally leaving no loophole for an outbreak of the plague, while in the boroughs surrounding the City nothing whatever was being done to supplement those exertions. There was, in the opinion of the City Health Officer, every reason why the whole of the produce stores of the suburbs should be searched for possible plague rats. If precautions of this character were considered absolutely necessary in the City, is it not reasonable to suppose that there was as much, if not more, need for an exhaustive search in the surrounding boroughs where the people largely reside?

Dr. Armstrong even went further, and emphatically laid it down that it was possible for one single plague rat or even a mouse afflicted with the plague to affect the whole of the healthy vermin which might exist in any of the produce stores in the suburb to which it might be carried from Sussex Street, and it was quite possible for a diseased rat to be carried in produce to a suburban store without the parties to the business transaction knowing anything of the matter.

As produce was constantly being sent to many of the suburbs before and even after the first plague rat was reported from Sussex Street, it was possible enough that any of the bags might contain a diseased rat or mouse. And if such a thing did happen, the rat or mouse so conveyed would have been perhaps able to liberate itself among the other rodents of the locality, and thus be a means of communicating infection. On the report of the City Health Officer there appeared no room for doubt that there were a great many rats in the suburbs, or at any rate in some of the suburbs, and for this reason it was very properly maintained that it was necessary to adopt precisely the same precautions with regard to suburban stores as was rigidly enforced in the City.

It was quite a customary thing for suburban Mayors to deny the statement that there is no up-to-date method of inspection adopted in their respective boroughs ; but the City Health Officer in his capacity as Health Officer of the metropolitan area has emphatically declared and repeatedly distinctly declared that the methods of inspection are not what they should be, and the very fact that the suburban authorities, and even the people themselves who live in the suburbs, are apathetic on the subject of produce store inspection shows that there is an utter disregard of the most important points which should govern proper administration of any municipality with a soul above the mere pettifogging details of kerbing and guttering.

The most casual observer in the suburban boroughs cannot fail to be strongly impressed with the fact that much greater vigilance is needed. The whole question of public sanitation seems to be very imperfectly dealt with by the suburban Councils generally, and almost without exception their sanitary staffs are undermanned. As a general rule, one inspector is considered sufficient to manage the whole of the sanitary work of a large borough, and this is miserably insufficient.

Whilst, as a whole, the suburbs must be condemned for their apathy, it is but right to give a word of commendation where it is due, and that is to the municipal borough of Manly. There at least—an exception which proved the rule, and stood out in glaring contrast to several of those in the immediate neighbourhood of Sydney—the Borough Council appeared to be alive to its responsibilities in the matter. Not only was poison laid, but traps were lent to all applicants ; scrub likely to harbour vermin was cut down and removed or burnt, and constant vigilance was exercised over premises, and in addition to the Inspector of Nuisances, who supervised all such matters, a man was employed by the Council solely to catch and burn vermin, and the results achieved fully justified the expenditure incurred. It would be interesting to know how many and what Councils in the metropolitan area took similar action.

As has been frequently urged before by abler pens than mine, the unsatisfactory system of divided control throughout Sydney and the suburbs is a constant standing danger to the health of the whole community, who will never be reasonably safe or under reasonable protection until the whole area is firmly consolidated into a greater Sydney, with uniform jurisdiction and control. Disunion or its concomitant evil, the want of system arising from disunion when dealing with a grave public danger such as plague, makes much good work in one municipality keenly alive to its responsibility almost entirely valueless when its neighbours, wrapped in apathy, perfecting their policy of masterly inactivity, are not alive to their duty. This truism never received a more striking illustration than in the outbreaks of typhoid fever at Balmain during last year and in 1901. As was pointed out by Dr. Mailler Kendall in his report to the Water and Sewerage Board, no one in this age of advanced knowledge of sanitation and disease doubts that typhoid fever is a filth disease, which is likely to occur on a filth laden soil and on dirty premises, and if there had been a due appreciation of individual responsibility and better care exhibited in the maintenance of existing sanitary systems, much of the outbreak of 1903 would have been avoided. Beyond this it is scarcely necessary to go.

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## SANITARY DEPARTMENT—HOUSE TO HOUSE INSPECTIONS, ETC.

During the past year 7,687 inspections have been made and 23,546 re-inspections made by the officers of the department with the object of enforcing the ordinary provisions of the Public Health Act and the by-laws made thereunder. The question of providing suitable covered garbage boxes involved inspections in 6,425 cases, and whilst this matter still gives rise to much complaint there can be no doubt that an immense improvement has been effected during the past two years, and the responsible officers have been instructed to make every effort not only to maintain, but to extend that improvement.

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### SANITARY IMPROVEMENTS.

It has frequently been alleged that the present and the preceding Council have done nothing to justify their existence or their claim to be recognised as being imbued with a progressive or reforming spirit. The following comparative table prepared under the direction of the City Health Officer, and subsequently verified by him, shows that the sanitary work actually carried out in the City during the years 1901, 1902 and 1903, and is in itself, quite apart from any other consideration, adequate testimony as to the good work which has been done in the Sanitary Department under the administration of Dr. Armstrong.

The figures given in the following table include structural sanitary improvements which have been actually completed by the owners of property in the City in response to notices issued by the department, in terms of Section 65 of the Public Health Act. Only completed works are included in the table, and in every case the fact of satisfactory completion has been verified by re-inspection and placed on record.

	1901.	1902.	1903.	Total.
Premises in which defective drainage has been reconstructed .. .. .	1,138	4,056	327	5,521
Premises in which defective sanitary fittings have been reconstructed .. .. .	1,712	4,946	664	7,291
Defective yard gullies replaced by approved yard gullies .. .. .	146	156	21	323
Dwellings in which defective ventilation of rooms has been remedied .. .. .	339	4,433	864	5,636
Dwellings in which defective ventilation beneath floors has been remedied .. .. .	238	2,624	547	5,409
Yards paved .. .. .	504	2,963	547	4,014
Defective and leaky roofs repaired .. .. .	189	617	123	929
Defective roof guttering repaired .. .. .	442	2,387	367	3,196
Dampcourses inserted .. .. .	21	157	3	181
Dwellings in which proper air space has been provided beneath floors .. .. .	99	596	193	888
Dwellings in which walls and ceilings have been repaired .. .. .	110	4,635	393	5,138
Defective water supplies made good .. .. .	127	598	83	808
Dwellings made impervious to rats .. .. .	17	203	293	513
Produce stores paved with concrete .. .. .	18	45	—	63
Dwellings in which defective lighting of rooms has been made good .. .. .	—	103	46	149

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## STRUCTURAL DEFECTS.

The City Building Surveyor during the course of last year issued 247 specifications dealing with structural defects under Section 58 of the Public Health Act. The precise manner in which these were dealt with up to 31st December, 1903, including premises in respect of which action was still pending at the close of the preceding year, is as follows :—

Premises in respect of which action was pending at 31st December, 1902 .. .. .	102
Notices served during the year .. .. .	247
<b>Total .. .. .</b>	<b><u>349</u></b>
Premises demolished by owners in preference to executing repairs .. .. .	56
Premises where repairs are completed or now in hand	238
Premises in respect of which closing orders have been obtained by proceedings .. .. .	21
Premises in respect of which extensions of time have been allowed by Council .. .. .	24
Premises belonging to State Government .. .. .	7
Premises in respect of which action is still pending ..	3
<b>Total .. .. .</b>	<b><u>349</u></b>

It may also be stated that in the twenty-four cases where extensions of time were granted for satisfactory reasons, and on certificates from the City Health Officer that a short delay would not be detrimental to public health, in thirteen of them the works required have been satisfactorily carried out, in nine the works have progressed almost to completion, and in the remaining two cases the work has been partially carried out. These results must be regarded as eminently satisfactory from the administrative and executive standpoint.

From the foregoing statement it will be observed that the return states that the number of premises where repairs are completed or now in hand is 238. In the annual report of the City Building Surveyor the number commenced is given as 259, an apparent impossibility. On calling for an explanation of the apparent discrepancy, the City Building Surveyor reports that in the 259 are included some premises where notices were served prior to 1902, and where, owing to lack of adequate assistance, each notice could not be properly followed up.

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## MUNICIPAL BAND.

Reference has been made under the head of deputations to the suggested formation of a Municipal Band.

Mr. F. Aengenheyster, of George Street, in August last, submitted a proposal for the establishment of a Municipal Band, which it was suggested should be designated the "Lord Mayor's Band." This band, it was stated, would consist for the commencement of about thirty-five performers, and its principal object would be public performances in the parks under the control of the City Council, the band being also entirely

at the disposal of the Council for performances at Municipal functions generally. Mr. Aengenheyster intimated that he would be prepared to form a band on the lines indicated on the following conditions :—

1. The City Council to grant an annual subsidy of one hundred pounds.
2. The band to be recognised by the City Council under the title of the " Lord Mayor's Band " or the " Lord Mayor's Own."
3. With regard to the purchase of instruments, uniforms, etc., Mr. Aengenheyster to undertake the sole responsibility, his services to be absolutely gratuitous.
4. In order to meet the payment of all expenses he proposed to raise funds by means of voluntary subscriptions from the general public, and in the event of these proving inadequate, one or more concerts to be organised by Mr. Aengenheyster in aid of the band funds.
5. The rules and regulations of the band to be submitted to the Council for acceptance.

In submitting this proposal, Mr. Aengenheyster stated that he felt sure that in the event of its acceptance by the Council he would be able to give to the public of Sydney regular performances in the parks at a small cost, and through the efficiency of the members of the band the standard of band performances would undoubtedly be raised.

The Parks and Recreation Committee favourably entertained the proposal, and decided to recommend its adoption to the Council subject to the approval of the Finance Committee, and the opinion of the City Solicitor being obtained as to the powers of the Council to expend money in the manner proposed.

The City Solicitor on being consulted reported that he could not find any expressed or implied authority in the Sydney Corporation Act for the payment of the proposed subsidy out of the City Fund. He further pointed out that by sub-section 5 of section 190 of the Act it is enacted that no part of the City Fund shall be applied to any purpose not authorised by the Act.

Having regard to the opinion of the City Solicitor, the Finance Committee could not proceed further in the matter, which was dropped, to the regret of many members of the Council.

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### COMRIE DRINKING FOUNTAIN.

Towards the close of the year 1902 a letter was received from the Perpetual Trustee Company, the executors of the estate of Mrs. Sophia Louisa Comrie, deceased, late of the Kurrajong, intimating that under her will the executors were directed to apply a sum of money not exceeding the sum of £500 in or towards the erection of an ornamental public drinking fountain within the boundaries of the City of Sydney for the use of man and beast in such shape and design and in such situation as the Municipal Council for the time being of the said City should direct and authorise. So far as could be seen at that time the executors considered that the estate would not be sufficiently large to provide the whole of the £500, but the amount would closely approximate that sum.

The letter was laid before the Council in due course, when by a special resolution of Council it was decided to accept the offer and to convey to the executors the thanks of the Council.

In March last the executors advised that the estate had been realised, the amount available for payment of the various legacies amounting to £9,590, whereas the legacies themselves amounted to £9,950, so that each legacy would have to abate proportionately.

The amount payable to the Municipal Council of Sydney on account of the legacy of £500 for the erection of a fountain amounted to £481 18s., and a cheque for that amount was duly received. The Health Committee, to whom the matter was referred by the Council with a view to obtaining a suitable site, obtained reports from the City Surveyor and City Building Surveyor thereon. The City Surveyor considered that a great deal depended upon the size of the proposed fountain and what it was to be constructed of. If for man and beast, then a site in one of the streets would be necessary, and he suggested Queen's Square, George Street on Railway Flat, or Darlinghurst near the water tank. If for the benefit of man only and of superior design and material, then he advised Wynyard Park or Prince Alfred Park, where it would be under the control and supervision of the Council's officers.

The City Building Surveyor reported that for a fountain to provide for the dual wants of man and beast the following were, in his opinion, suitable positions:—Railway Square, George Street, opposite Civil Ambulance Transport Office; Macquarie Place and Bridge Street, near Mort's Statue, or in Queen's Square. Probably as a horse trough a better place could not be suggested than the summit of Drutt Street, where much vehicular traffic passes, and where no similar provision exists. If intended to benefit human beings alone, then the following situations were suggested:—Town Hall Reserve, Macquarie Place Reserve, which it was understood it was intended to beautify; or Oxford Street, opposite Darlinghurst Court House.

Having regard to the terms of the bequest, the City Surveyor and City Building Surveyor submitted a joint report finally concurring, after an inspection of all the suggested sites, in suggesting for favourable consideration a site on Queen's Square at the easternmost end of St. James' Church, the design to be in accordance with the site determined upon. This recommendation was approved and adopted by the Committee and subsequently confirmed by Council.

Competitive designs and models were invited, and six were received, upon which the City Building Surveyor reported the three main points, in his opinion, to be considered being artistic treatment, durability, and general planning and usefulness. After fully considering these points he unhesitatingly recommended the Council to adopt a design marked "Durability," and which, as afterwards transpired, had been sent in by Messrs. Loveridge and Hudson. This design, it was reported, had been carefully studied out, and as a generally useful plan it stood undoubtedly first, the arrangement of troughs being excellent for all uses. Artistically the treatment was bold, the apparent heaviness of the trachyte material being brightened by red granite columns, though a terminal lamp which was provided was hardly in keeping with the general design. Trachyte, it was pointed out, will stand the assaults of time or rough usage, whereas sandstone will not, as it clearly proves in the case of existing City fountains; ebonised cement has yet to be thoroughly tested, and this subject

as a memorial fountain could hardly be considered a suitable occasion for experiments ; while it was questionable whether terracotta would stand rough usage. The design provided for a domed roof, which it was declared would appear much more artistic in execution than on paper, while it was believed that the lamp pillar could, with the competitor's consent, be altered so as to be in keeping with the general design, as also any deviation in the projection beyond the kerb line.

The recommendation was approved and adopted by the Committee, and subsequently confirmed by Council, and a contract entered into with Messrs. Loveridge and Hudson accordingly, which contract is now being executed.

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### CITY PARKS.

In May last the Lord Mayor directed the attention of the Minister for Lands, the Hon. W. P. Crick, to the desire of the City Council expressed on different occasions that the control of the Public Parks within the Municipal boundaries of the City should be vested in the Council as the Municipal authority and the body properly chargeable with the work. In communication with the Minister the Lord Mayor observed that it surely would be unnecessary to enlarge upon the fact that in other countries, and notably in Great Britain, the management and control of Public Parks is one of the most important duties entrusted to the Municipal Councils, and in this connection emphasis was laid upon the fact that the existing management of the City Parks—notably Hyde Park—was capable of much improvement.

The continued existence of Boards of Trustees controlling areas within the City is undoubtedly an anachronism which should be abolished at the earliest opportunity, and the matter was consequently brought under the notice of the Minister for Lands so that it might obtain the attention of the Government when preparing their programme for the session of Parliament at that time approaching.

The Lord Mayor at that stage did not think it necessary to deal with the question of the continuance of the subsidies which the Government had been accustomed to pay towards the maintenance of the Parks, it being presumed that the Minister for Lands would be prepared to deal equitably with the City Council in the event of the Government approving the change of control.

A reply was subsequently received intimating that the Minister for Lands having considered the matter, had decided that the request of the Council should be acceded to, subject to the proviso that such decision did not, however, extend to the Centennial Park, the Domain, or the Botanic Gardens. No further communication has been received in relation to the matter.

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### WENTWORTH PARK TRUST.

In October last a communication was received from the Hon. W. P. Crick, Minister for Lands, enquiring whether the Municipal Council of Sydney would consent to become the Trustees of Wentworth Park, Glebe, in the event of its being decided to supersede the present individual Trust.

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On consideration of this letter, the Parks and Recreation Committee referred the matter to the City Solicitor to advise as to the Council's powers and position, having particular regard to the fact that Wentworth Park did not form part of the City, being situate just outside of the municipal boundary.

The City Solicitor, in reporting, stated that from a perusal of a description of the boundaries of the City of Sydney contained in the schedule to the Corporation Act, and on reference to a plan of the City it appeared to him that the park in question is undoubtedly outside the City boundary. That being so, the Government, in his opinion, possessed no statutory powers to appoint the Council as trustees of Wentworth Park. A reference to the Public Parks Act, 1902, showed that under the provisions of section 5 the Governor is empowered to appoint as trustees of a public park the Council of any municipality within the limits of which the park is situated. Apart from this aspect of the question, the City Solicitor was inclined to entertain the opinion that the provisions of the Sydney Corporation Act merely relate to parks within the boundaries of the City itself; but in view of the recited section of the Public Parks Act, it was not necessary to determine the latter question.

The Parks and Recreation Committee, on consideration of this letter, decided to communicate further with the Minister for Lands with a view to ascertaining under what conditions it is proposed to vest the Park in the City Council.

The Minister for Lands, in reply to further enquiries, forwarded a copy of the Public Trusts Act, 1897, with special reference to section 2 thereof, which provides for the appointment of a Municipal Council as trustees of land situated outside the boundary of a municipality, provided such land is not wholly or partly within the boundaries of another municipality. The section referred to is as follows :—

“The Governor may, by notice in the *Gazette*, appoint a corporate body as trustees of land set apart dedicated or reserved (temporarily or otherwise) for any public service before or after the day on which this Act takes effect, and may grant to or vest the said land in such corporate body as aforesaid, and may in like manner appoint the Council for the time being of a municipality as trustees of such land as aforesaid, whether the land be within or without the boundaries of the municipality, and may grant to or vest the said land in such Council as aforesaid, but the Council of a municipality shall not be appointed trustees of land situated either wholly or in part within the boundaries of another municipality.

“No appointment of trustees of such land as aforesaid and no acts or things done by such trustees shall be deemed to have been or to be invalid or unlawful by reason only that the trustees so appointed were a corporate body or were the Council of a municipality.”

Additional information and details were applied for, and the Minister for Lands stated in reply that if the Council is willing to take over the Park a sum of seven hundred pounds will be put on the Estimates for the ensuing financial year for expenditure thereon, to be accounted for; but

with regard to its upkeep thereafter, it is considered by the Minister, the Park should be made self-supporting by bringing the expenditure within the income derived therefrom.

The introduction of the financial question having opened up a most important element in the consideration of the question, it was decided to seek information from the individual Trust now in existence, and the matter will be further considered during the current year. On the general merits of the Council I think it highly desirable that the Council should assume control of the Park subject to satisfactory financial arrangements being made and the Park area being included in the City boundary.

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### SWIMMING BATHS, PRINCE ALFRED PARK.

The question of utilising the Exhibition Building, Prince Alfred Park, to greater advantage has on numerous occasions engaged the attention of the Council.

In 1902 the Lord Mayor authorised the preparation of sketch plans for a proposed conversion of the building into commodious swimming baths, etc.

The City Building Surveyor, in submitting two sets of sketch plans, stated that considerable limitations had obtruded themselves in preparing the schemes submitted, as it had been found on examination that it would be extremely inadvisable to interfere in any way with the main structural portions of the present building.

An inspection of the plans showed that the schemes would necessitate the carrying out of but very little alteration to the existing walls, while the posts supporting the main roof would be left intact. When additional walls were required, it was suggested these might be designed so as to harmonise as much as possible with the present building.

The estimates of cost accompanying the sketch plans were roughly approximate only, and did not include the cost of machinery, pumping plant, or new supply mains. The estimates, however, did include sums for repairs throughout to the present building, and which it was considered were absolutely necessary, whether the proposed alterations were proceeded with or not. Amongst the most prominent defects were the apparent decay and rot in the wood flooring and joists, rotting of window frames in clerestory, the dangerous condition of the large wheel windows at the northern and the southern ends, decay of feet of posts supporting the gallery, defects in roof, etc., and the generally bad state of all doors and windows throughout.

On enquiry and inspection of the pumping plant, Woolloomooloo, the City Building Surveyor found that it would be necessary to replace the present with a more powerful pump which will supply water at the rate of from 30,000 to 50,000 gallons per hour, in order that the bath may be freshened completely at least once a day.

In Scheme A the main feature is the swimming bath, which is 144 feet long by 43 feet wide, and ranging in depth from 2 feet 6 inches to 7 feet 6 inches. The limits of the size of the basin are necessarily circumscribed by the large posts supporting the main roof, and it was considered that it would be very inadvisable to interfere in any way with such posts or their foundations. At the shallow end of the basin are shown steps of the full width of the bath, which will enhance the appearance of the bath

as well as being of great convenience to bathers. It was suggested as part of the scheme to line the side of the bath with white glazed tiles, the depth and distance marks to be in dark coloured tiles.

The present southern entrance to the building under the scheme proposed would require very little alteration or modification. The entrance to the baths would be through turnstiles ; and subscribers' gate and ticket-sellers' office and paper-sellers' counter are provided for. Access to the bath is so arranged that bathers are quite private from the entrance lobby.

There are seventy-one dressing boxes for the accommodation of bathers, each box measuring 4 feet 6 inches by 3 feet 6 inches. The number of shower baths provided under the scheme is thirty-six.

A large amount of lavatory, urinal and water-closet accommodation is provided, and a most desirable object has been attained by placing the sanitary accommodation in the existing northern wing and well removed from the immediate precincts of the swimming bath and dressing apartments, while at the same time being perfectly convenient of access.

At the north-east angle of the building a large dressing room is provided for the convenience of competitors in aquatic contests, etc., and is contiguous to the basin.

On the seastern side of the building a refreshment-room, smoking-room, conservatory or lounge promenade, lounge seats, and lavatory and water-closet accommodation for ladies and gentlemen.

The portion of the scheme just referred to, although practically cut off from the bathing quarters, may be reached through swing doors from the ground floor and by staircases from the galleries above, and would no doubt be largely availed of by onlookers at fêtes, etc., which may be held ; and it is certain that the accommodation would form a most desirable adjunct to the bathing establishment and tend to popularise it.

In connection with the swimming bath, a number of men's plunge baths for hot and cold water are provided, with local water-closet and lavatory accommodation. This section can be so arranged as to be under the control of the turnstiles, and the attendants correspondingly reduced to a minimum ; and the section is arranged so as to afford ample light, adequate ventilation, and space.

At the north-west angle of the building is shown similar baths for ladies, with special entrance and offices, etc.

Space is provided for machinery that may be required, such as hot water boilers, etc., and adjoining same is a commodious laundry.

Ample promenade, passage, staircase, and exit accommodation has been provided in all portions of the building, and provision has likewise been made for attendants, stores, dirty towels, offices, etc., whilst convenient quarters for the caretaker could be arranged on the first floor over the main entrance, if required.

The floors between the main posts and the external walls are at present asphalted, and under the scheme provision has been made for executing the necessary repairs to these floors. Certain other floors delineated on the sketch plan would be formed of concrete and tiled.

The divisions and backs of the dressing-boxes and bathrooms might be constructed either of white glazed bricks or of ordinary bricks lined with white glazed tiles. These walls could also be constructed of wood framing, but apart from being less cleanly, would not by any means be as durable as the former.

To obtain the width of basin provided will necessitate the removal of the present posts supporting the upper gallery, and to cut back the gallery front about 3 feet 3 inches on each side, thus affording at the same time better opportunity for onlookers to witness aquatic events and more open space over the bath.

In lieu of the present wood posts, it is suggested to use cast-iron columns, which will rest upon the walls of the basin, and in addition to supporting the present gallery, will also support an intermediate gallery extending round the whole of the bath, access to the same being obtained by means of three staircases. At the back of this gallery, and between the main posts, is shown glass framing, which, while assisting to light the sides of the building, does not interfere with the isolation of the bathers' quarters.

The alternative scheme differs from the one just described, to the extent that the plunge baths on the western side of the building have been replaced by a ladies' swimming bath 50 feet long by 30 feet wide, with twenty-nine dressing-boxes and necessary shower, water-closet and lavatory accommodation. This scheme is also provided with a special entrance, refreshment and waiting rooms, ticket office, store attendant's room, etc.

This arrangement will necessitate a slight encroachment beyond the present limits of the building, and a modification of the roof so as to afford sufficient amount of light to the bath.

The scheme also provides an additional room for the convenience of the competitors in aquatic events, isolated from access by the general public. In this room there might be constructed a number of lockers suitable for the storage of private bathing costumes, towels, clothing, etc., etc., and if necessary a laundry and machinery room might be constructed as adjuncts to the northern end of the building adjacent to the block containing the water-closets.

The probable cost of the construction of the baths, etc., in accordance with the first described scheme would be £8,014, and the alternative scheme £8,580.

The estimated cost of constructing the swimming basin and dressing boxes, etc., including the carrying out of the repairs necessary to the present building, but without the adjuncts on the eastern and western sides, is £6,548.

The large expenditure incurred by the Council consequent upon the outbreak of plague in 1902 prevented any further action being taken at that time. It is, however, believed that the matter will be taken into consideration during the course of the current year, when the information now furnished may be of value to the Council and guide the members in coming to a decision.

\* \* \*



## PUBLIC BATHS.

In view of the fact that the Council will probably have the important matter of providing public baths under consideration during the current year, and seeing that I was requested to prepare information on the subject for the Select Committee appointed by the House of Assembly in 1902 in relation to the question of a Greater Sydney, I take this opportunity of submitting a synopsis of the particulars then collated for the information of the Council.

The first Act passed by Parliament authorising the establishment of public paths by local authorities was the Baths and Washhouses Act, 1846 (9 and 10 Vic., c. 74).

The object of this Act is set forth clearly in the first section, which runs as follows :—

“Whereas it is desirable for the health, comfort, and welfare of the inhabitants of towns and populous districts to encourage the establishment therein of public baths and washhouses and open bathing places . . . .”

In addition to this Act, four amending Acts have since been passed, viz. :—

Baths and Washhouses Act, 1894 (10 and 11 Vic., c. 61).

Baths and Washhouses Act, 1878 (41 Vic., c. 14).

Baths and Washhouses Act, 1882 (45 and 46 Vic., c. 30).

Baths and Washhouses Act, 1896 (59 and 60 Vic., c. 59).

Under the London Government Act of 1899 the powers and duties under the Baths and Washhouses Acts, formerly administered by commissioners and vestries, were transferred to the newly-formed borough councils. The Act also provides that the Baths and Washhouses Acts may be adopted in any borough by a simple majority of the Borough Council at a special meeting, and it further provides that where the Acts extend only to part of a borough, then in such cases they may be adopted for the rest of the borough in like manner as if it were a separate borough.

The Acts are in operation in the London boroughs to a very large extent, there being thirty-six establishments in full working order, while other establishments are either in actual course of erection or about to be erected.

The Act of 1846 specially provides that two or more neighbouring parishes may combine in establishing joint baths and washhouses, but in no instance has this been done in London, where the limited extent of many of the parishes would render such a course advantageous.

Under section 36 of the Act of 1846, the number of baths provided for the labouring classes in any establishment must be not less than twice the number of baths provided of higher classes, and under section 5 of the Act of 1847, the same provision is made with respect to the number of washing tubs or troughs. With regard to the latter provision, so far as London is concerned, only one class of washhouses has been provided in any of the establishments, but the extent to which the former provision

as to the proportion of private baths to be allotted to the labouring classes has been adhered to, can be seen from the following summary of the amount of accommodation provided by each parish :—

PARISH.	No. of Establishments.	PRIVATE BATHS.						SWIMMING BATHS.				WASH- HOUSES.
		FIRST CLASS.			SECOND CLASS.			Total No. Private Baths.	For Females Exclusively.	Total Number Swimming Baths.	No. of Establishments.	No. of Washing Compartments.
		For Males.	For Females.	Total 1st Class Baths.	For Males.	For Females.	Total 2nd Class Baths.					
Battersea .. ..	1	12	7	19	37	14	51	70	—	3	—	—
Bermondsey .. ..	1	16	4	20	35	8	43	63	—	2	1	75
Bow .. ..	1	15	4	19	30	8	38	57	—	3	1	40
Camberwell .. ..	2	40	20	60	63	30	93	153	—	4	1	72
Chelsea .. ..	2	14	—	24	55	28	83	107	2	5	—	—
Deptford, St. Paul ..	1	15	5	20	30	10	40	60	—	2	1	23
Greenwich .. ..	1	13	4	17	20	6	26	43	—	2	1	16
Hackney .. ..	1	16	8	24	40	20	60	84	1	3	—	—
Hampstead .. ..	1	14	6	20	17	11	28	48	2	4	—	—
Islington .. ..	3	53	25	78	145	62	207	285	3	9	3	186
Kensington .. ..	1	13	7	20	34	20	54	74	1	4	1	60
Lambeth .. ..	1	19	11	30	44	20	64	94	1	3	1	64
Lewisham .. ..	2	10	8	18	22	16	38	56	—	4	—	—
Newington .. ..	1	16	5	21	30	8	38	59	1	3	1	72
Paddington .. ..	1	28	10	38	46	12	58	96	1	4	1	50
Poplar .. ..	1	17	4	21	23	6	29	50	—	2	1	40
Rotherhithe .. ..	1	26	7	33	24	8	32	65	—	2	1	36
St. George-in-the-East	1	13	4	17	19	7	26	43	—	1	1	30
St. George, Hanover Square .. ..	2	37	17	54	47	22	69	123	—	3	2	76
St. Giles & St. George	1	18	7	25	39	8	47	72	—	2	1	58
St. James, Westminster	1	23	13	36	41	13	54	90	—	2	1	84
St. Margaret and St. John .. ..	1	20	8	28	26	8	34	62	—	2	1	64
St. Martin-in-the-Field	1	17	5	22	26	12	38	60	—	—	1	60
St. Marylebone .. ..	1	23	11	34	48	19	67	101	1	4	1	74
St. Pancras .. ..	2	64	18	82	115	20	135	217	—	4	2	141
St. Saviour .. ..	1	12	5	17	23	10	33	50	—	2	1	36
Shoreditch .. ..	1	20	5	25	36	15	51	76	—	2	1	50
Whitechapel .. ..	1	31	9	40	60	18	78	118	1	3	—	—
Woolwich .. ..	1	21	4	25	30	8	38	63	—	2	—	—
Totals .. ..	36	646	241	887	1205	447	1652	2539	14	85	26	1407

The maximum charges authorised to be made for the use of baths and washhouses are set forth clearly in the Acts of 1847 and 1878. They are as follows :—

1. Baths for the labouring classes :—Every bath to be supplied with clean water for every person bathing alone, or for several children bathing together, and in either case with one clean towel for every bather.

For one person above eight years old—Cold bath, or cold shower bath, any sum not exceeding one penny.

Warm bath, or warm shower bath, or vapour bath, any sum not exceeding twopence.

For several children, not above eight years old, not exceeding four, bathing together—Cold bath, or cold shower bath, any sum not exceeding twopence.

Warm bath, or warm shower bath, or vapour bath, any sum not exceeding fourpence.

2. Baths of any higher class.—Charges not to exceed in any case three times the charges above mentioned for the several kinds of baths for the labouring classes.

3. Washhouses for the labouring classes.—Every washhouse to be supplied with conveniences for washing and drying clothes and other articles.

For the use by one person of one washing tub or trough and of a copper or boiler (if any), or, where one of the washing tubs shall be used as copper or boiler, for the use of one pair of washing tubs or troughs, and for the use of the conveniences for drying :—

For one hour only in any one day, any sum not exceeding one penny.

For two hours together, in any one day, any sum not exceeding threepence.

Any time over the hour or two hours respectively, if not exceeding five minutes, not to be reckoned.

For two hours not together, or for more than two hours in any one day, such charges as may be thought fit.

4. Washhouses of any higher class.—Such charges as may be thought fit.

5. Open bathing places.—Where several persons bathe in the same water—for one person, one penny.

6. Covered swimming baths.—First-class—for one person, any sum not exceeding eightpence; second class—for one person, any sum not exceeding fourpence; third class—for any person, any sum not exceeding twopence.

In the case of private baths, these maximum charges are well adhered to, except that of the establishments of Deptford, St. Paul, Lewisham, St. Margaret and St. John, and Shoreditch, the charge for a first-class cold bath is 6d., whereas the maximum charge laid down above is 3d. Turning, however, to the washhouses, the statutory maximum charge of 1d. for the first hour is universally disregarded, except at the Greenwich, Islington, and Shoreditch establishments. The charge of 2d. is made at the St. James' Washhouses, but at all the others it is 1½d. A sliding scale of charges is adopted at many of the washhouses by which the rate of charge per hour is increased at the end of every successive hour during which a washing trough is used by the same person, the object of this being to keep out, as far as possible, the professional washers. With regard to the swimming baths, there being no provision in the Acts for the accommodation of labouring classes, the only real effect of the above schedule is that the charge shall not exceed 8d. This, in fact, is in no case done, the charge being almost invariably 6d. for first-class baths, and 2d. for second class; children attending the elementary schools are admitted to most establishments at the rate of 1d. each. An instance worthy of note is that of St. Marylebone, where there is a third class for males, to which adults are admitted at 1d. each; this is the only case of the kind in the County of London. Mention, too, ought to be made here of Battersea, where free instruction in swimming is given all classes of bathers during the summer season; the same privilege is also accorded to female bathers at the swimming baths at Bermondsey, Rotherhithe, Shoreditch, and Whitechapel. At some of the establishments it will be seen that soap is included

in the charge made for the private baths, and the use of costume, etc., in the entrance fee to the swimming baths, whilst at others a small extra charge is made.

Public baths and washhouses are not limited as to use in any way, as is the case with public libraries, but are available for the use of any person on payment of the required charges.

The estimated population at April, 1898, of the parishes in which public baths are now open was 3,750,000. This figure, however, can give no indication of the population actually served by these baths. In the first place, the population figure represents the number of persons actually sleeping in those parishes, whereas the baths can be taken as serving the day population as well, an entirely different figure from the night population, and one which would vary in the case of any parish, according to whether the parish was mainly composed of property of a commercial or residential character. In central parishes, such as St. Martin-in-the-Fields, St. James, Westminster, and St. Saviour, Southwark, if the users of the public baths could be classified, it would in all probability be found that persons employed in the parishes but resident elsewhere formed the greater proportion. In the second place, too, the fact of a parish possessing an establishment of baths and washhouses does not mean that the whole of the population day or night of that parish is thereby benefited. In fact, this is not so, for in the case of such a parish as that of Lambeth, an inhabitant, say, at Norwood or Brixton could hardly be said to be served by the baths establishment in the northern part of the parish, although, of course, he is called upon to pay a proportion of the annual deficit in respect thereof; on the other hand, where baths have been established in small parishes, such as at St. Saviour, Southwark, or Whitechapel, residents of the neighbouring parishes are served just as much as the residents of the parishes which own the baths. In our own case the establishment of public baths in the Exhibition Building, Prince Alfred Park, would undoubtedly benefit Redfern.

The number of bathers and washers at the public baths and washhouses in one year recently reached the large total of 5,090,990; of these, 4,463,109 were bathers in either the private or swimming baths, and the remaining 727,881 were women who used the washhouses. The number of hours paid for by the latter was 2,064,393, or an average of 3·3 hours per washer.

As regards the bathers, in two or three cases where book tickets available for either the private or swimming baths are sold, the proportion of such tickets used between the two kinds of baths is not recorded. Apportioning such figures, however, the following information may be interesting :—

**Bathers in Private Baths—**

First class	..	..	..	..	650,338	
Second class	..	..	..	..	1,697,620	
					<hr/>	2,347,958

**Bathers in Swimming Baths--**

First class	..	..	..	..	750,456	
Second class	..	..	..	..	1,409,695	
					<hr/>	2,115,151

Total bathers	..	..	..	..	..	4,463,109
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It is impossible to set out these figures between males and females, as in many establishments no such record is kept ; but in those cases where the information is available the proportion between the sexes has been worked out, and it is found that of the users of the private baths, eighteen per cent. are females, and in the case of the swimming baths, only ten per cent.

The School Board of London is authorised to incur expenditure in connection with the teaching of swimming, and it will not be out of place here to quote a summary of a return published by the Board, which gives particulars of the swimming instruction carried out at each school during the 1898 bathing season. The system under which this instruction is carried out will best be explained by quoting the resolution of the Board on the subject as passed on the 24th March, 1892, and amended on subsequent dates.

“That having regard to a communication from the Education Department, authorising the payment of expenditure in connection with the use of existing baths for the purpose of instruction in swimming, a fee not exceeding one penny a child for a lesson to be paid to bath proprietors for a number of lessons not exceeding twenty a year in the case of each child attending a swimming class; subject (1) to proper instruction being provided ; (2) to an entry on the subject being made upon the time-table ; (3) to any other condition or conditions which experience may hereafter prove to be necessary ; and (4) to this arrangement being limited to scholars of Standard IV and upwards, and to scholars of eleven years of age and upwards.”

In considering the following figures it must be borne in mind that the instruction is not necessarily carried out at the public baths. Unfortunately the return confines itself to merely giving the distance to the nearest swimming accommodation from each school, and does not give the name of the establishment, so it is impossible to get at the proportion of the Board's children instructed at the public swimming baths :—

Admission to baths—

Number allowed under Board resolution..	..	797,098
Actual number used	.. .. .	444,111

Instructions of scholars—

Number of times class attended at baths during season	.. .. .	9,306
Number of scholars instructed in swimming	..	33,380
Number of scholars taught to swim	.. ..	11,039

Certificates, etc., earned—

Board (granted to scholars who can swim 40 yards in the case of boys, and 20 yards in the case of girls)	.. .. .	4,637
Non-Board	.. .. .	5,329

The private baths and the washhouses of all establishments must be kept open for the use of the public the whole year round, but it is specially provided in section 5 of the Act of 1878 that, from the beginning

of November to the end of March, any swimming bath, whether covered or open, or a gymnasium or other means of healthful recreation may be established therein. Charges may be made for the use of the gymnasium or other means of recreation, or for the use of any covered swimming bath as an empty room. At most of the establishments the smallest bath is kept open during the winter season, the other baths being either closed or fitted up and used as halls as provided above. The following is a list of the establishments where a gymnasium is provided during the winter season :—Battersea, Hampstead, St. Marylebone, Shoreditch.

The same section quoted above also specially states that no covered or open swimming bath when closed may be used for music or dancing, but this clause was repealed by the Act of 1896, which gives power to the London County Council to grant a license for music and dancing for any bath, should they think fit. Under these provisions, the first-class swimming baths of the following establishments are licensed to be used as halls for music and dancing :—Islington, Caledonian Road ; Lambeth : Lewisham, Ladywell ; Newington ; Shoreditch.

Plans also have been approved by the Council for the first-class swimming baths of Battersea, Paddington and Whitechapel establishments.

The first-class baths at a few of the other establishments are fitted up as halls during the winter season, but none of these are licensed to be used for music or dancing. The reason for this is that the halls do not conform to the requirements of the Council in the matter of exits, etc., and it has not been thought worth while to incur the large expenditure that would be involved in carrying out the structural alterations rendered necessary.

The following is a summary of the receipts and expenditure of the authorities administering the Baths and Washhouses Acts in London :—

## EXPENDITURE.

Interest and repayment of loans .. .. .	£62,563
Buildings—Repairs, rents, rates, and taxes, etc. .. .. .	16,881
Working expenses—	
Coals, gas, towels, soap, etc. .. .. .	£22,620
Water .. .. .	13,284
Salaries, wages, and establishment .. .. .	41,855
	<hr/>
	77,759
Special expenses (separately stated) .. .. .	1,468
	<hr/>
Total expenditure .. .. .	£158,671

## RECEIPTS IN AID OF EXPENDITURE.

Tickets sold—	
Bath .. .. .	£55,991
Laundry .. .. .	14,027
	<hr/>
	70,018
Soap and soda, extra towels, costumes, etc. .. .. .	2,086
Other .. .. .	3,207
	<hr/>
Total receipts in aid of expenditure .. .. .	75,311
	<hr/>
Resulting charge falling on rates .. .. .	<u>£83,360</u>

In the following table the charge falling on the rate of each parish in respect of the Baths and Washhouses Acts is shown, together with the equivalent rate in the pound of such charge on the statutory rateable value in force :—

Parishes where the Acts are being carried out.	Charges falling on Rates.	Equivalent Rate in the £.
	£	d.
Battersea .. .. .	<u>2,488</u>	·68
Bermondsey .. .. .	892	·51
Bethnal Green .. .. .	—	—
Bow .. .. .	<u>4,143</u>	6·20
Bromley .. .. .	—	—
Camberwell .. .. .	<u>4,822</u>	1·00
Chelsea .. .. .	<u>4,115</u>	1·26
Deptford, St. Paul .. .. .	<u>2,443</u>	1·11
Fulham .. .. .	32	·01
Greenwich .. .. .	565	·42
Hackney .. .. .	<u>5,071</u>	1·15
Hampstead .. .. .	<u>1,285</u>	·38
Islington .. .. .	<u>11,287</u>	1·52
Kensington .. .. .	<u>4,941</u>	·57
Lambeth .. .. .	<u>2,452</u>	·35
Lewisham .. .. .	<u>2,201</u>	·96
Newington .. .. .	<u>2,977</u>	1·44
Paddington .. .. .	<u>3,347</u>	·60
Poplar .. .. .	293	·21
Ratcliffe .. .. .	10	·03
Rotherhithe .. .. .	<u>2,047</u>	2·27
St. George-in-the-East .. .. .	184	·22
St. George, Hanover Square .. .. .	<u>7,222</u>	·87
St. George and St. Giles .. .. .	<u>1,486</u>	·82
St. James, Westminster .. .. .	660	·20
St. Margaret and St. John .. .. .	<u>3,702</u>	1·01
St. Martin-in-the-Field .. .. .	<u>344</u>	·14
St. Marylebone .. .. .	<u>3,540</u>	·53
St. Pancras .. .. .	<u>1,755</u>	·26
St. Saviour .. .. .	<u>3,621</u>	3·88
Shoreditch .. .. .	<u>1,458</u>	·50
Wandsworth .. .. .	—	—
Whitechapel .. .. .	<u>1,602</u>	1·68
Woolwich .. .. .	<u>2,375</u>	2·17
Total .. .. .	<u>£83,360</u>	

For the purposes of the Acts, baths and washhouses authorities may borrow money, but the sanction of the Local Government Board must first be obtained, and where the authority was a board of commissioners, the sanction of the vestry had also to be obtained. The total amount of loans borrowed is returned at £1,227,368, and the amount of loans outstanding was £785,395.

Wherever possible the Council makes provision for bathing at the parks and open spaces under its control, and perhaps it would be as well to give here a list of such places, with the hours at which bathing is permitted :—

Brockwell Park.—From opening of park to 8 a.m. on week days,  
and 9 a.m. on Sundays.

**Clapham Common.**—Before 8 a.m. and after 8 p.m. (Sundays up to 9 a.m. only.)

**Hampstead Heath and Parliament Hill.**—Before 8 a.m. throughout the year, except on Sundays, when the hour is 9 a.m. No evening bathing on Sundays, but on other days as follows :— In April and September from 6 to 7 p.m., in May and August from 7 to 8 p.m., and in June and July from 8 to 9 p.m. At Parliament Hill bathing is permitted on Thursdays and Saturdays after 2 p.m., conditionally upon bathers wearing the costume approved by the Amateur Swimming Association.

**Plumstead Common.**—Before 9 a.m. and after 6 p.m. (except on Saturdays and Sundays, when there is no bathing in the evening). Bathing is also permitted for boys only between 9 a.m. and 12 noon every weekday from May to September.

**Victoria Park.**—Before 9 a.m. and after 5 p.m., and on Saturdays by boys only between 9 a.m. and 12 noon.

The principal amount of bathing is carried on at Victoria Park, where there is a special bathing lake ; as many as 25,000 people have been known to bathe here on a fine hot Sunday, some of the bathers starting as early as four o'clock in the morning.

In addition to the above, bathing is also permitted in the Serpentine, in Hyde Park. This park is under the control of His Majesty's Office of Works.

Bathing at all these places is quite free of charge, and is limited exclusively to males.

With regard to the provincial public baths, the following information may be of interest. In March, 1902, baths were maintained by 138 borough councils, with an aggregate capital of £1,988,340, and for the four years 1898-1902 there was a loss of £124,952 after allowing for loan charges, etc.

The Corporation maintain the Public Baths in Birmingham. There are six sets of baths, ranging from open air to Turkish baths. The total income for the past year amounted to £5,944, and the maintenance expenditure, including interest and sinking fund payments, £14,660, leaving a deficit of £8,716 to be met out of the rates.

Bradford has two sets of baths, including swimming baths for both sexes, and Turkish and vapour baths for males. The total receipts were £2,558, the maintenance expenditure, including interest and sinking fund payments, being £3,393, leaving a deficit on the year's working of £567 to be met by the rates.

In the City of Bristol the cost of establishing five sets of baths and arranging a bathing pool was just under £41,000. The aggregate revenue amounted to £3,103, and the expenditure to £6,480, leaving a deficit of £3,377 to be met by the rates.

Croydon has three sets of public baths, established at a cost of £25,772. The total revenue was £1,712, and the expenditure £3,510, leaving a deficit of £1,798 to be met from rates.



In the City of Dublin the revenue from the baths amounted to £1,079, and, exclusive of interest and sinking fund charges, the expenditure was £2,218.

Edinburgh has three bathing establishments and a public laundry. The total receipts amounted to £4,355, the expenditure, excluding interest and sinking fund payments, being £7,298.

The City of Glasgow owns eight splendid bathing establishments, laundries being attached in each case. In addition, there are four public laundries, one of them having private hot baths attached. The total receipts amounted to £15,268, the expenditure being £30,113, leaving a deficit of £14,845 to be met by rates.

Hull has four sets of baths. The total receipts were £1,538, and expenditure, exclusive of interest and sinking fund charges, £2,133.

In Leeds there are six completed sets of public baths, and authority has been obtained for the construction of two other sets. The aggregate revenue amounted last year to £3,987, and the expenditure to £8,273, leaving a deficit of £4,386 to be met by the district rates.

Leicester has three sets of baths and two bathing places on the river. The total revenue amounted to £2,819, and the expenditure, exclusive of interest and sinking fund charges, to £4,384.

The Corporation of the City of Liverpool was the first in the old country to establish public baths and washhouses. As far back as the year 1794 the Corporation purchased baths for £4,000, and in 1842 public washhouses were opened. The Pierhead Baths were erected at a cost of £25,000 in 1828, and others followed in 1851, 1863, 1874, 1878, 1879, 1895, and 1898, until Liverpool has the most extensive and varied bathing arrangements of any city in Great Britain and Ireland. The Corporation offers every inducement to the public to make use of the baths, and, like Leeds, they admit school children free of charge. The total amount expended in providing public baths and washhouses in Liverpool has been approximately £200,000, the income for last year being £7,823 and the expenditure £45,607, leaving a deficit on the year's working of £37,784, a deficit equivalent to a rate of twopence in the pound. It is worthy of note that the open air bathing establishments in the poor and crowded neighbourhoods, where boys and girls on certain fixed days can bathe free of charge, are highly appreciated, and have proved exceedingly popular.

The Manchester Corporation has provided nine sets of baths in the city, at four of which there are women's swimming baths, and at two Turkish baths. The capital outlay is approximately £152,031, the total receipts being £6,953, and expenditure, including interest and sinking fund payments, £25,275, leaving a deficit to be met from rates of £18,322, equivalent to about three halfpence in the pound.

Baths were established in Nottingham in 1850, extended in 1860, and again in 1880. In 1896 new central baths were erected at a cost of £15,000. The income amounted to £1,983 and the expenditure to £3,938, a deficit of £1,955 to be met by the rates.

Salford has four baths constructed at a capital outlay of £52,996. The total receipts for the year amounted to £2,220, and the expenditure, inclusive of interest and sinking fund charges, £2,683, to £7,568, leaving a deficit of £5,348.

Sheffield has five sets of public baths, and the most recently constructed are looked upon in the municipal world as models of arrangement and construction. The capital expenditure now stands at £58,756. The total receipts amounted to £3,750, and the expenditure, including £2,425 interest and sinking fund charges, £7,779, leaving a deficit of £4,029 to be met by rates.

In West Ham the Council has erected public baths at a cost of £25,000 and another scheme to cost £56,000 is in progress. The receipts last year amounted to £1,570, and the expenditure, inclusive of interest and sinking fund, £3,739, leaving a deficit of £2,169 to be met by the rates.

The following particulars as to the number of bathers using the baths, according to the latest published returns, may be of interest to the Committee :—Birmingham, 169,402 ; Croydon, 72,184 ; and Edinburgh, 214,536.

On the merits, public baths ought certainly to be provided by a corporate body having the interests of the citizens at heart, and quite irrespective of monetary considerations. I know of no place where public baths meet the necessary maintenance expenditure and interest and redemption charges, but apart from this view of the question, the Council is charged with the maintenance of the public health at as high a standard as can be attended. Cleanliness is absolutely necessary to health, consequently public baths as an aid to cleanliness ought to be provided, and thus assist in maintaining public health at a high standard.

\* \* \*

### PUBLIC SWIMMING BATHS—CHILDREN.

The example set by English municipal authorities in promoting and fostering the art of natation among the young may be of interest, seeing that a suggestion to convert the Exhibition Building, Prince Alfred Park, into public swimming baths is likely to be made during the present year.

The following is a summary of information received from various towns in regard to the admission of children to public baths :—

**GRIMSBY.**—Admission is free to children over ten years of age in charge of a teacher. From twenty-five to thirty attend at one time. Swimming instructors are appointed and paid by the Education Committee. Their wages are—female, one pound per week for two days ; male, thirty shillings per week for four days.

**LEEDS.**—Admission is free to children in the fourth and higher standards in charge of a teacher. Twenty-four attend at one time. Instructors are appointed and paid by Education Department. Their wages are thirty shillings per week.

**BRADFORD.**—Admission is free to children over ten years of age in charge of teacher. Fifteen to twenty attend at one time. Two male swimming instructors have been appointed, but they also act as bath attendants. Their wages are twenty-four shillings per week as attendants, and two shillings and sixpence as instructors.

**FULHAM.**—A reduced charge of one penny each is made to children in charge of a teacher. There is no age limit. Up to one hundred boys and fifty girls attend at one time. Head teachers are responsible for instruction in swimming.

**LAMBETH.**—Half-price is charged to school children up to fourteen and fifteen years of age, the aggregate amount of the fees being paid by the London School Board at the end of the season. No instructors have been appointed; but the superintendent has the committee's authority to teach without fee, and does so.

**LEICESTER.**—All swimming baths are reserved exclusively for children under fourteen years of age between four and half-past five p.m. every day in the week except Saturday. The price of admission to children in charge of a teacher is—first-class baths one penny each; second class, one halfpenny each. Swimming instructors have been appointed, and are paid by the Education Committee. Their wages are three shillings per lesson of one and a half hour's duration.

**MANCHESTER.**—Scholars above seven years of age are admitted free in charge of a teacher or master. Instructors are engaged and paid by the Baths Committee. Their wages are seven shillings to ten shillings per day of six or seven hours.

**NOTTINGHAM.**—Admission is free to children above eight years of age in charge of a teacher or master, the Education Committee paying for all towels used at forty shillings per thousand. About twenty-four girls attend at one time. The number of boys is unlimited. No instructors have been appointed by the Baths Committee.

This information was collected by the Baths Committee of the Hull Corporation, from whom I obtained a copy through the Town Clerk in connection with a further question—Can public baths be made to pay? It is significant that a sub-committee comes to the conclusion that it does not think that the expenditure on its own baths can be reduced to any appreciable extent, and is of opinion that any improvement in the finances of the baths can only be effected by increasing the receipts. In this sub-committee's opinion the privilege of using the baths during school hours should be granted to school children, under proper conditions. The question has been brought before the Educational Committee, and will be considered and reported upon in due course. I may add that in Hull the receipts at the public baths amounted in the last financial year to £1,538 and the expenditure to £2,133, no particulars being available with regard to the annual charge for interest and sinking fund.

\* \* \*

### WOOLLOOMOOLOO BATHS.

In February, 1901, the Council by resolution decided to appoint a deputation to wait upon the State Premier for the purpose of urging the granting of an extended lease of the Corporation Baths at Woolloomooloo Bay, but upon application being made to the Premier to receive the deputation a reply was received to the effect that the Council's application for a lease of the baths referred to should be made to the Sydney Harbour Trust Commissioners, in whom the matter was vested.

Application was accordingly made to the Harbour Trust Commissioners, and a reply received that the Commissioners had obtained the papers in connection with the case from the Department of Lands and the Treasury, and before fixing a date upon which to receive the deputation referred to the Commissioners would be glad to be supplied with information as to the terms and conditions upon which the City Council held the land, being part of the Outer Domain, in authority of



which application had been made for a license to occupy land below high-water mark. Some difficulty appears to have been experienced in the matter, as it appears that a letter was forwarded to the Harbour Commissioners on the 13th June, 1901, in which attention was directed to the notification appearing in the *Government Gazette*, number 290, of 1896, granting the Council a lease of the property as a bathing place on an annual tenure and at an annual rent of twenty pounds, subject to determination upon six months' notice, in reply to which a letter was received under date 26th June, 1901, stating that what the Commissioners required was a statement showing the authority under which the City Council hold the land above high water mark, fronting the land below high water mark, which was occupied by the Corporation Baths. The Commissioners considered that it was necessary that they should have this information before them in dealing with the matter of the application which had been made by the Council.

A letter was forwarded under the authority of the Council on the 28th June, 1901, intimating that on the 13th August, 1895, the Council made an application to the Lands Department for a renewal of the existing lease of the property comprising two acres one rood six and a quarter perches, which extended from 1st January, 1891, to 31st December, 1895, but that the Lands Department granted a renewal of an area of three roods twenty-two perches below high-water mark only, as would be seen on reference to the *Government Gazette* notice of 15th April, 1896, on an annual tenure. It was also pointed out that the fact that the Council had ever since occupied the whole of the original area would appear to show that the area below high-water mark granted in the renewal lease was an error, and that the lease of the full area had been intended as heretofore. Under all the conditions the Council considered that the tenure granted to them was insufficient to enable them to deal with the premises in the best possible manner, and the extended tenure under lease was accordingly applied for, to which the Harbour Commissioners replied stating that they understood that the action of the Department of Lands in granting to the City Council only a lease of the land below high-water mark was taken advisedly in view of the fact that the Outer Domain, of which the land occupied above high-water mark formed a portion was vested in the Colonial Secretary's Department. Under these circumstances the Harbour Commissioners intimated they could not deal with the question of the renewal of the lease of the land below high-water mark until they had an assurance that the City Council had made arrangements with the Colonial Secretary for the lease of the portion of the land occupied above that limit, and they accordingly suggested that steps in that direction should be taken by the Council without delay, the question of the rental of the Baths being left over for future consideration.

Early in August, 1901, a letter was received from the Principal Under Secretary, accompanied by a copy of a report by the Director of the Botanic Gardens, relative to the Council's application for an extension of the term of lease of the Corporation Baths, and adding that with a view of giving effect to Mr. Maiden's recommendation, as set out in such report, the papers had been forwarded to the Government Architect for the favour of his report on the existing buildings.

It appeared from Mr. Maiden's report that from 1891 to 1896 the City Council held a renewed lease of two acres one rood six and a quarter perches, at a rental of £100 per annum, comprising a portion of the Outer



Domain, one acre one rood twenty-four and a quarter perches, in conjunction with an area three roods twenty-two perches of land below high water adjoining it. When it was discovered that the Outer Domain was vested in the Colonial Secretary's Department and not in that under the jurisdiction of the Minister for Lands, the portion of the Outer Domain was excluded from the lease, and a lease issued by the Lands Department to the City Council of the before-mentioned three roods twenty-two perches, at an annual rent of £20 from 1st January, 1896, to 31st December, 1896, and therefore on an annual tenure subject to determination upon six months' notice. According to Mr. Maiden, the excision of the Colonial Secretary's property of one acre one rood and twenty-four and a quarter perches aforesaid was not reported to him by the Department of Lands, but the City Council was left in possession of the land rent free; the previous nominal rent, £80 per annum, of the area one acre one rood and twenty-four and a quarter perches of the Outer Domain not having been collected from the City Council from 1st January, 1896, and the Council, it appeared, according to Mr. Maiden's pronouncement, owed the Government up to 30th June, 1901, a sum of £440. Mr. Maiden then proceeded to point out that at that juncture an opportunity presented itself of organising the bathing accommodation of the Outer Domain, an opportunity which Mr. Maiden, as an officer of the Government, considered should not be neglected. He therefore recommended that the Government Architect should be asked to report on the buildings and structures on the land, and to submit a scheme for buildings and structures worthy of the site. In support of this recommendation it appeared to Mr. Maiden that the then existing utilisation of the land reflected credit neither on the Government nor on the Municipality, the land and water frontages being the property of the State, and the Public Works Department, in Mr. Maiden's opinion, was as able as the Municipality to erect suitable buildings and other structures upon them. Mr. Maiden continued that the Government would confer a very great boon on the citizens if they would abolish the shanties and rambling structures, and deal with the whole matter of bathing accommodation according to a "grand scheme."

The then existing state of affairs by which an area of the Domain land additional to what was really required for purposes of baths was under the control of the City Council, and practically exempt from the regulations which govern the remainder, perpetrated, in Mr. Maiden's opinion, an *imperium in imperio*, which weakened responsibility and was altogether unsatisfactory.

Mr. Maiden, however, acknowledged that when the buildings, etc., to which he had referred were erected it would no doubt be a matter for consideration to lease them to the City Council. On consideration of this report it was decided that the deputation should wait upon the Premier, when Alderman Fitzgerald, in the absence of the Mayor, Sir James Graham, explained that the baths had for some years been in the possession of the Council on a yearly lease, and the Council desired the Premier to grant a ten years' lease in order that better and more satisfactory arrangements might be made. The Premier, in reply, adopted Mr. Maiden's assumption, and stated that the Council owed some £400 accrued rent on the baths; but Alderman Fitzgerald contended that there was a misunderstanding on the matter, and the Council were of opinion that the money was not owing. The Premier then promised that he would take the matter into his early consideration, and he thought

the Government should erect the baths and make them over to the Council, the present baths being taken away altogether and a new structure put up. The Premier further stated that he considered the baths should not be sublet, but be controlled either by the Council or the Government; they should be made as cheap as possible, for proper bathing facilities were most important factors in the health of the people. He concluded by promising to treat the Council with every consideration in the matter, and was thoroughly in favour of cheap and efficient bathing conveniences being provided.

In January, 1903, a communication was received from the Minister for Public Works intimating that the Government contemplated carrying out extensive improvements on the western side of Woolloomooloo Bay, principally the erection of public baths and approaches thereto, the necessary plans and specifications for the baths being in course of preparation, and the work of constructing the roadway about to be put in hand. The Minister for Public Works, it was stated, understood there were certain occupancies by private bath proprietors existing on the foreshores of the Bay, which he considered should be quickly terminated to enable the Government to carry out the scheme proposed. He therefore asked that the City Council should take steps at the earliest possible date to determine any leases which might have been granted by the Council to occupiers in the vicinity. This letter was submitted to the Works Committee, and acting on the recommendation of the Committee, confirmed by Council, the information applied for by Council was furnished, to the effect that the only baths controlled by the Council in the neighbourhood of Woolloomooloo Bay were the Free Baths and those adjoining, and which were let to Mr. George Farmer on a monthly tenancy, and a request made that the tenancies should not be interfered with until after March, seeing that the swimming season was at its height. Notwithstanding this reasonable request, a reply was received on the 2nd February, 1903, stating that in connection with the proposed new baths in Woolloomooloo Bay, the initial stages of which were hampered by certain difficulties and complications existing between the several authorities interested, the Minister for Public Works considered it desirable, with a view to an early settlement of the matter, that a conference should be arranged between representatives of the authorities in question. Acting on the authority of the Lord Mayor, it was arranged that I should attend such conference as representing the City Council, which conference was originally convened for 4th February, but was subsequently postponed until the 10th February.

On the 12th February a letter was forwarded to Mr. W. L. Vernon, Government Architect, again asking that no further action should be taken until the end of March, and pointing out that the tenant claimed to be an annual and not a monthly tenant, in reply to which a communication was received intimating that the matter could not be further delayed, and the work of demolition must be put in hand on the following Monday, and, furthermore, stating that the house recently occupied by the tenant of the Corporation would be sold by auction in the course of a few days.

Towards the end of September, 1903, the Council learned through the columns of the press that the new Government Baths in Woolloomooloo Bay were nearing completion and would shortly be opened for the benefit of the people, and likewise learned, but with much surprise, that the baths had been constructed out of a vote of £10,000, separate baths being

built for women and men. Furthermore, it was stated that it was proposed to make a small charge for the use of some of the baths, and to allow others to be free of charge, proper restrictions being, of course, made so as to ensure that the privilege was not abused in any way. From this it will be seen in what manner the promise that the Government would treat the City Council with every consideration in the matter has been carried out.

\* \* \*

### OFFICERS' REPORTS.

Reference has been made elsewhere to the decision of the Council to discontinue the system of night removal of refuse. This decision is rendered remarkable by the enunciation of a new principle of civic ethics in relation to municipal officers and their duties; and as the question is one of considerable importance, affecting as it does the right of exercising private judgment by an officer when submitting reports to the Council or Committees of the Council, I should be wanting in my duty both to the Council and my colleagues if I failed to give prominence to it. When the question of the night removal of refuse was before the Health Committee in January, 1903, it was stated that it was understood by members of the Committee at a former meeting to which reference was made that the City Surveyor would base a report which he had been instructed to prepare on the night removal of refuse upon the expressed opinions of the Committee, and that it was the intention of the Committee to recommend to the Council the advisability of reverting to the day system, and to have such recommendation backed up by a report from the responsible officer. Complaints were made that the City Surveyor had not complied with the direct instructions of the Committee. Instead of writing a report embodying the views of members of the Committee, the City Surveyor preferred to submit a report giving his impartial and unbiassed judgment and experience, and this I respectfully submit was the only proper course for him to adopt. If officers are called upon to write reports to order, which may be diametrically opposed to their judgment, those officers are perfectly justified in disclaiming all responsibility for such reports; and although no officer has any right to decline to write any report on the instruction of any Committee, it ought to be clearly understood, without any shadow of a doubt, that if the views contained in such report are not in accordance with his own views, that he has a right to say so; otherwise it is unjust to require him to append his signature to that report.

\* \* \*

### STATUS OF OFFICERS.

Under the provisions of Section 58 of the Sydney Corporation Act, 1902, it is provided that the Council may nominate any person or persons for the position of Inspector of Nuisances or Sanitary Inspector of the City, and the Governor may appoint any person so nominated at such salary as he thinks fit; and section 59 provides that the Council shall appoint a Town Clerk, a City Treasurer, a Health Officer—being a duly qualified medical practitioner—a City Engineer, and a City Surveyor, and such other officers and servants as may be necessary; whilst the City of Sydney Improvement Act, 1897, enacts that the City Council shall appoint a City Building Surveyor. It will be observed that in the case of



the Inspector of Nuisances and Sanitary Inspector, the appointment is by nomination, and is entirely optional on the part of the Council, whereas it is obligatory on the part of the Council to appoint a Town Clerk, a City Treasurer, a Health Officer, a City Engineer, a City Surveyor, and a City Building Surveyor, all other appointments being optional.

Since the transfer of the powers formerly possessed by the Council in relation to water and sewerage, the Council has not appointed a City Engineer, but appointments have been made in respect of all other officers named in the statute from time to time according to circumstances, and the Council in the exercise of its discretion has appointed such other officers and servants as was considered necessary.

On several occasions during the past two years the question of the status and position occupied by certain officers of the Council appointed under the optional provisions of section 58 and the mandatory provisions of section 59 has arisen, and I have been called upon to express my view in direct opposition to that of certain of my colleagues, who not only entertain the opinion, but are not slow to claim that being in the position of a "statutory officer," as they are pleased to term it, they occupy, as it were, a position of superiority to that occupied by other officers of the Council. To my mind this contention is not only puerile but absolutely ridiculous, and possesses no shadow of foundation either in substance or in fact. Although not called upon to argue the question of the status occupied by the officers whose offices are specially mentioned in the statute, I may remark that the Town Clerk, the City Treasurer, the City Health Officer, the City Surveyor, the City Building Surveyor, and the Inspector of Nuisances and Sanitary Inspector are specially referred to in the Acts quoted, because constant references are made throughout several of the Acts to the duties which those officers are called upon to perform, and in relation to which it is imperatively necessary to refer to those officers by the official titles mentioned in the Acts, otherwise there would be interminable chaos and confusion.

The office of Town Clerk, City Treasurer, City Health Officer, City Surveyor, City Building Surveyor, Inspector of Nuisances and Sanitary Inspector is no more a statutory office than any other office, and it is time that officers claiming to possess privileges and status on this particular account should realise that the claim is not only quite groundless, untenable and unsupported, but is actually childish in its pretensions. But I am quite prepared to go even further than this in stating emphatically that every officer and servant appointed by the Council under the powers of the Council, and authorising the Council to make such appointments, is as much a statutory officer as the Town Clerk, City Treasurer, City Health Officer, City Surveyor, City Building Surveyor, and Inspector of Nuisances and Sanitary Inspector, seeing that the Council is authorised by statute to "appoint such officers as may be necessary." It may be assumed that no officer or servant is appointed unless the services of such persons are actually necessary. In the opinion of the Council the services of an office boy may be necessary for the proper discharge of a certain branch of the Council's business, just as the Council has decided that the services of a City Solicitor are necessary to conduct the legal business of the Council. Neither the City Solicitor nor the office boy are specially referred to in the statute, but the connection is there all the same, and inasmuch as they are necessary to the proper discharge of the Council's business, the Council's statutory powers in relation to the appointment of officers fully justify and warrant their appointment under the term "such other officers and servants as may be necessary." Consequently



the City Solicitor and the office boy are to all intents and purposes just as much entitled to rank, position and status as "statutory officers" of the Council, as the Town Clerk, the City Treasurer, the City Health Officer, the City Surveyor, the City Building Surveyor, the Inspector of Nuisances and Sanitary Inspector, to whose official designation consequential reference is necessarily made in the Act.

\* \* \*

### CONCLUSION.

In conclusion, I have to apologise to the Council for the unavoidable delay consequent upon pressure of important work in other directions, but principally in connection with the Electricity Supply Undertaking, which has arisen in connection with the presentation of this Report. With the multitudinous and responsible official engagements devolving upon the Town Clerk day by day, it has been found practically impossible to undertake any portion of the work during ordinary office hours; and as the whole of the work connected with the preparation of the Report has had to be carried out in the evenings, it will be readily understood that the time at my disposal has been very limited, so much so, indeed, that there has been no time for any revision.

As regards the staff generally, they have worked well. Errors of judgment in details of administration will undoubtedly arise in the best municipal bodies; but when these errors of judgment are the outcome of *bona fide* endeavours to administer a department impartially in the best interests of the citizens, I have not felt it incumbent on me to administer a reprimand, but have encouraged all grades to take me into their confidence, and, as a result, many apparent difficulties have been successfully overcome. My thanks are due and are heartily tendered to the respective heads of departments in the Corporation service, and the whole of the office staff—indoor and outdoor—for their ready co-operation, assistance, and support rendered to me during the past year. In this connection I have especially to acknowledge the loyal service of Mr. W. G. Layton, Chief Clerk, whose assistance has been invaluable in many respects.

Finally, I desire to tender my sincere and cordial thanks to the Right Honourable Thomas Hughes, Lord Mayor for 1903, the Vice-Chairmen of Committees (Aldermen J. Lane Mullins, A. McElhone, J. D. Fitzgerald, T. J. West, J. C. Waine, R. D. Meagher, M.L.A., Evan Jones, and T. H. Barlow), and the Aldermen generally for their assistance during the year, and kindly appreciation of honest endeavour, notwithstanding many shortcomings on my part.

I have the honour to be,

My Lord Mayor and Gentlemen,

Your most obedient Servant,

THOMAS H. NESBITT,

TOWN CLERK.

TOWN CLERK'S ROOM,  
TOWN HALL.

# Index to Town Clerk's Annual Report.

## A

	Page.
Abatement, Smoke Nuisance .. .. .	402
Abattoirs, Public .. .. .	65
Accommodation, Town Hall, Office .. .. .	246
Accommodation, Town Hall, Lifts .. .. .	252
Accounts, Government Audit, Audit of .. .. .	300
Accounts, Internal Audit of .. .. .	299
Accounts, Outstanding Paving, etc. .. .. .	236
Administrative Committees .. .. .	38
Adulteration, English Appeal Cases .. .. .	434
Adulteration, Judicial Decisions .. .. .	444
Adulteration, Magisterial Decisions .. .. .	442
Adulteration, Mustard .. .. .	438
Adulteration Prosecutions .. .. .	431
Adulteration Summonses, Concentrated Milk .. .. .	428
Advantages of Electric Lighting .. .. .	110
Aldermanic Influence, Special Enquiry .. .. .	362
Allocation of Risks, Fire Insurance and Accident Policies .. .. .	297
Amended Building Act Bill .. .. .	46
Amending Bill, Deputations, Sydney Corporation .. .. .	15
Amendment Bill, Sydney Corporation .. .. .	44
America, Electric Lighting in .. .. .	97
Appeal Cases, Adulteration, English .. .. .	434
Appointments, Credentials on Labour .. .. .	306
Appointments, Labour .. .. .	305
Arc Lamps and Posts, Electricity Supply Undertaking, Contracts .. .. .	149
Area, Deputations, Rocks Resumption .. .. .	19
Areas, Street Watering Distributing .. .. .	355
Arrangements, Street Watering and Flushing .. .. .	370
Asphalting Cleveland Street, Deputations .. .. .	18
Assessment, City .. .. .	288
Assets and Liabilities, Finance .. .. .	227
Assets Insured, Schedule of .. .. .	296
Athletic Hall, Golden Gate .. .. .	336
Audit of Accounts, Government Audit .. .. .	300
Audit of Accounts, Internal .. .. .	299
Austral Freezing Company, Fees and Charges .. .. .	281

## B

Balances, Finance, Credit .. .. .	226
Band, Municipal .. .. .	462
Band, Deputations, Municipal .. .. .	22
Barbers' and Hairdressers' Shops, Regulation of .. .. .	413

	Page.
Barging to Sea, Refuse Disposal .. .. .	374
Baths, Prince Alfred Park Swimming .. .. .	467
Baths, Public .. .. .	470
Baths, Children's Public Swimming .. .. .	479
Baths, Woolloomooloo .. .. .	480
Belmore Markets .. .. .	275
Belmore Markets, Deputations, New .. .. .	23
Belmore Markets, Rebuilding .. .. .	275
Bill, Amended Building Act .. .. .	46
Bill, Dairying Industry .. .. .	447
Bill, Sydney Corporation (Amendment) .. .. .	44
Bill, Deputations, Sydney Corporation (Amending) .. .. .	15
Bins, Sand, Deputations .. .. .	23
Board of Health Regulations, Chemical Preservatives .. .. .	417
Board of Health Regulations, Select Committee .. .. .	424
Board, Service and Labour .. .. .	302
Borrowing Powers, Electric Lighting .. .. .	117
Brigade Contribution, Fire .. .. .	292
Bubonic Plague, Infected Rats .. .. .	452
Bubonic Plague, Public Indifference .. .. .	456
Bubonic Plague, Rat Crusade .. .. .	456
Bubonic Plague, Suburban Apathy .. .. .	459
Bubonic Plague, Suburban Comments .. .. .	458
Building Act Bill, Amended .. .. .	46
Building, Exhibition .. .. .	285
Buildings, Queen Victoria Markets .. .. .	270
Buildings, Elevators and Lifts, Queen Victoria Markets .. .. .	270
Buildings, Electricity Supply Undertaking, Description of Power House .. .. .	132
By-laws Committee, Parliamentary and .. .. .	43
By-laws, Convictions under .. .. .	447
By-laws, Council and Committees .. .. .	52
By-laws, Garbage Receptacles .. .. .	64
By-laws, Notification of Phthisis .. .. .	396
By-laws, Preparation of .. .. .	50
By-laws, Street Regulation .. .. .	64

## C

Cables, Pipework and Troughing, Electricity Supply Undertaking Contracts .. .. .	146
Capital Expenditure, Electricity Supply Undertaking .. .. .	153
Caretaker, Town Hall, Resident .. .. .	238
Carts, Corporation .. .. .	302
Carts, Widows' .. .. .	304
Carters' Union, Tip .. .. .	311
Cattle Sale Yards, Flemington .. .. .	280
Certificates, Sanitary Science .. .. .	392
Chain, Civic .. .. .	12
Chain, Description of Civic .. .. .	114
Chain, Donors of Civic .. .. .	13
Chamber, Lethal .. .. .	390
Chemical Preservatives, Board of Health Regulations .. .. .	417
Chimney Shaft, Electricity Supply Undertaking, Contracts .. .. .	139



# INDEX.

iii.  
Page.

Chimney Stack, Electricity Supply Undertaking .. ..	133
City Assessment .. ..	288
City Cleansing, Special Enquiry, Dust Nuisance and ..	359
City Cleansing, Street Flushing .. ..	409
City Improvements .. ..	333
City Improvements, King Street and George Street ..	334
City Improvements Market Street and Elizabeth Street ..	335
City Organ Recitals, Special .. ..	257
City Organ Tuning .. ..	266
City Parks .. ..	465
City Rates, Rocks Resumption Area .. ..	202
City Streets, Woodpaving of .. ..	332
City Theatres, Sanitary Conveniences .. ..	410
City Vehicular Traffic .. ..	91
Civic Chain .. ..	12
Civic Chain, Description of .. ..	14
Civic Chain, Donors .. ..	13
Civic Hospitality .. ..	10
Cleansing, Special Enquiry, Dust Nuisance and City ..	359
Cleansing, Street Flushing, City .. ..	409
Cleansing Operations, Harbour Trust .. ..	449
Cleveland Street, Asphalting, Deputations .. ..	18
Clothing Waggon, Infected .. ..	400
Committees, Administrative .. ..	38
Committees, By-laws, Council and .. ..	52
Committee, Electric Lighting .. ..	43
Committee, Finance .. ..	40
Committee, General Purposes .. ..	40
Committee, Health .. ..	42
Committee Meetings, Council and .. ..	37
Committee, Parks and Recreation .. ..	43
Committee, Parliamentary and By-laws .. ..	43
Committee, Staff and Labour .. ..	368
Committee, Works .. ..	41
Comparative Cost, Electric Lighting .. ..	122
Comparisons, Death Rate .. ..	393
Comparisons, Municipal Indebtedness .. ..	229
Compulsory Notification of Phthisis .. ..	394
Comrie Drinking Fountain .. ..	463
Concentrated Milk, Adulteration Summonses .. ..	428
Conclusion .. ..	486
Conditions of Supply, Electricity Supply Undertaking, Terms and ..	165
Conduits, Electricity Supply Undertaking Contracts, Extension of ..	144
Conduits, Electricity Supply Undertaking Contracts, Underground ..	141
Consumptive Dispensaries .. ..	398
Contracts, Electricity Supply Undertaking .. ..	138
Contracts, Register of .. ..	236
Contribution, Fire Brigade .. ..	292
Control, Rocks Resumption Area .. ..	207
Control of Stores and Materials .. ..	331
Conveniences, City Theatres, Sanitary .. ..	410
Conveniences, Female Attendant, Public .. ..	412
Conveniences, Underground .. ..	412
Convictions under By-laws .. ..	447
Corporate Properties .. ..	269



	Page.
Corporation Amendment Bill, Sydney .. .. .	44
Corporation Amending Bill, Deputations, Sydney .. .. .	15
Corporation Carts .. .. .	302
Cost, Electric Lighting, Comparative .. .. .	122
Cost of Reconstruction, Rocks Resumption Area, Estimated ..	200
Council, Deputations from .. .. .	15
Council Employees' Union, Sydney Municipal .. .. .	314
Council and Committees, By-laws .. .. .	52
Council and Committee Meetings .. .. .	37
Credentials on Labour Appointments .. .. .	306
Credit Balances, Finance .. .. .	226

**D**

Dairying Industry Bill .. .. .	447
Darling Harbour, Foreshores .. .. .	451
Darling Harbour, Resumptions .. .. .	187
Death Rate Comparisons .. .. .	393
Debenture Issue, Streets Loan .. .. .	232
Decisions, Judicial, Mustard Adulteration .. .. .	444
Decisions, Magisterial, Mustard Adulteration .. .. .	442
Decoration, Town Hall .. .. .	243
Defects, Structural .. .. .	462
Definitions, Electric Lighting .. .. .	101
Deposits on Tenders .. .. .	285
Depots, Municipal .. .. .	373
Deputations, Cleveland Street Asphaltting .. .. .	18
Deputations, Dowling Street Extension .. .. .	30
Deputations, Flooding Redfern Streets .. .. .	32
Deputations from Council .. .. .	15
Deputations, Fruit Growers .. .. .	33
Deputations, Horse Troughs .. .. .	25
Deputations, Low Level Sewerage .. .. .	25
Deputations, Market Street and Elizabeth Street Widening ..	30
Deputations, Municipal Band .. .. .	22
Deputations, New Belmore Markets .. .. .	23
Deputations, Pitt Street Woodblocking .. .. .	19
Deputations, Ratcatching Staff .. .. .	27
Deputations, Reception of Visitors .. .. .	29
Deputations, Rocks Resumption Area .. .. .	19
Deputations, Sand Bins .. .. .	23
Deputations, Sanding Streets, No. 1 .. .. .	34
Deputations, Sanding Streets, No. 2 .. .. .	34
Deputations, Stone-breaking Operations .. .. .	31
Deputations, Sydney Corporation (Amending) Bill .. .. .	15
Deputations, Sydney Unemployed .. .. .	35
Deputations to the Lord Mayor .. .. .	14
Deputations, Water Troughs .. .. .	35
Description, Civic Chain .. .. .	14
Description, Grand Organ .. .. .	253
Description, Power House Buildings, etc. .. .. .	132
Destruction by Fire, Refuse Disposal .. .. .	377
Destructors, Expert Opinion on Types and Cost, Refuse .. ..	384
Destructors, Types and Costs, Refuse .. .. .	381

# INDEX

v.  
Page.

Diarrhoea, Infantile .. .. .	393
Disease, Notification of .. .. .	400
Disinfection and Disinfectants .. .. .	402
Dispensaries, Consumptive .. .. .	398
Disposal of Refuse, Barging to Sea .. .. .	374
Disposal of Refuse, Destruction by Fire .. .. .	377
Disposal of Refuse, Tipping .. .. .	374
Distillation Plant, Tar .. .. .	352
Distributing Areas, Street Watering .. .. .	355
Distributing Plant, Street Watering .. .. .	359
Distribution Systems, Electric Lighting .. .. .	103
District Inspectors, Street Maintenance .. .. .	346
Donors, Civic Chain .. .. .	13
Dowling Street Extension, Deputations .. .. .	30
Drinking Fountain, Comrie .. .. .	463
Drought Relief Fund, New South Wales .. .. .	217
Dust Laying, Pyne Oiline .. .. .	369
Dust Laying, Experimental .. .. .	369
Dust Nuisance and City Cleansing, Special Enquiry .. .. .	359

## E

Election of Lord Mayor .. .. .	3
Electric Lighting, Advantages of .. .. .	110
Electric Lighting, Borrowing Powers .. .. .	117
Electric Lighting Committee .. .. .	43
Electric Lighting, Comparative Cost .. .. .	122
Electric Lighting, Definitions .. .. .	101
Electric Lighting, Distribution Systems .. .. .	103
Electric Lighting, Experimental Stage .. .. .	114
Electric Lighting, Financial Results .. .. .	118
Electric Lighting, Gas Lamps Displaced .. .. .	128
Electric Lighting in America .. .. .	97
Electric Lighting, Private Installations .. .. .	127
Electric Lighting, Public Lighting .. .. .	121
Electric Lighting, Street Illumination .. .. .	99
Electric Power Station, Extension of Site .. .. .	129
Electricity Supply Undertaking, Capital Expenditure .. .. .	153
Electricity Supply Undertaking, Chimney Stack .. .. .	133
Electricity Supply Undertaking, Contracts .. .. .	138
Electricity Supply Undertaking, Descriptions of Power House, Buildings, etc. .. .. .	132
Electricity Supply Undertaking, Electrolysis .. .. .	148
Electricity Supply Undertaking, Estimates .. .. .	158
Electricity Supply Undertaking, Excavations .. .. .	131
Electricity Supply Undertaking, Extension of Plant .. .. .	157
Electricity Supply Undertaking, Generating Station .. .. .	131
Electricity Supply Undertaking, Municipalisation .. .. .	106
Electricity Supply Undertaking, Prepayment Meters .. .. .	169
Electricity Supply Undertaking, Plant .. .. .	146
Electricity Supply Undertaking, Price per Unit .. .. .	160
Electricity Supply Undertaking, Regulations for Wiring Work .. .. .	167
Electricity Supply Undertaking, Saltwater Conduits .. .. .	135
Electricity Supply Undertaking, Siding Accommodation .. .. .	134



	Page.
Electricity Supply Undertaking, Staff .. .. .	169
Electricity Supply Undertaking, Sub-stations .. .. .	135
Electricity Supply Undertaking, Telephone Communication ..	155
Electricity Supply Undertaking, Terms and Conditions of Supply ..	165
Electricity Supply Undertaking, Contracts, Arc Lamps and Posts ..	149
Electricity Supply Undertaking, Contracts, Cables, Pipework, and Troughing .. .. .	146
Electricity Supply Undertaking, Contracts, Chimney Shaft ..	139
Electricity Supply Undertaking, Contracts, Extension of Conduits	144
Electricity Supply Undertaking, Contracts, Generating Plant ..	146
Electricity Supply Undertaking, Contracts, Generating Station ..	138
Electricity Supply Undertaking, Contracts, Steelwork .. ..	140
Electricity Supply Undertaking, Contracts, Sub-stations .. ..	144
Electricity Supply Undertaking, Contracts, Underground Conduits	141
Electrolysis, Electricity Supply Undertaking .. .. .	148
Elevators and Lifts, Queen Victoria Markets Buildings .. ..	270
Elizabeth Street and Market Street, City Improvements .. ..	335
Elizabeth Street and Market Street Widening, Deputations .. ..	30
Employees, Re-grading of .. .. .	304
Employees' Picnic .. .. .	326
Employees' Residential Qualifications .. .. .	307
Employees' Union, Sydney Municipal Council .. .. .	314
English Appeal Cases, Adulteration .. .. .	434
Enquiry, Aldermanic Influence, Special .. .. .	362
Enquiry, Dust Nuisance and City Cleansing, Special .. ..	359
Estimated Cost, Reconstruction, Rocks Resumption Area .. ..	200
Estimates, Electricity Supply Undertaking .. .. .	158
Excavations, Electricity Supply Undertaking .. .. .	131
Exemption from Rates, Sydney Harbour Trust .. .. .	292
Exhibition Building .. .. .	285
Expenditure, Electricity Supply Undertaking, Capital .. ..	153
Expenditure, Receipts and .. .. .	222
Expenditure, Ward Revenue and <u>1</u> .. .. .	226
Experimental Dust Laying .. <u>61</u> .. .. .	369
Experimentul Stage, Electric Lighting .. .. .	114
Extension of Conduits, Electricity Supply Undertaking, Contracts ..	144
Extension of Dowling Street, Deputations .. .. .	30
Extension of Plant, Electricity Supply Undertaking .. .. .	157
Extension of Site, Electric Power Station .. .. .	129

## F

Federal Government Properties, Rates on .. .. .	287
Fees and Charges, Austral Freezing Company .. .. .	281
Female Attendant, Public Conveniences .. .. .	412
Ferries, Municipalisation of .. .. .	75
Finance, Assets and Liabilities .. .. .	227
Finance Committee .. .. .	40
Finance Credit Balances .. .. .	226
Finance, Receipts and Expenditure .. .. .	222
Financial, General .. .. .	222
Financial Results, Electric Lighting .. .. .	118
Fire Brigade Contribution .. .. .	292
Fire Insurance and Accident Policies, Allocation of Risks .. ..	297

# INDEX.

vii.  
Page.

Fire Insurance, Schedule of Assets Issued .. .. .	296
Fire Insurance Policies .. .. .	296
Fire Insurance Policies, Register of .. .. .	237
Fish Markets, Woolloomooloo .. .. .	280
Flemington Cattle Sale Yards .. .. .	280
Flooding Redfern Streets, Deputations .. .. .	32
Flushing Arrangements, Street Watering and .. .. .	370
Flushing, City Cleansing .. .. .	409
Foreshores, Darling Harbour .. .. .	451
Fountain, Comrie Drinking .. .. .	463
Free Public Libraries .. .. .	77
Freezing Company, Fees and Charges, Austral .. .. .	281
Fruit Growers, Deputations .. .. .	33
Fund, Sick and Provident .. .. .	326

## G

Garbage Receptacles, By-laws .. .. .	65
Gas Lamps Displaced, Electric Lighting .. .. .	128
General Purposes Committee .. .. .	40
Generating Plant, Electricity Supply Undertaking .. .. .	146
Generating Station, Electricity Supply Undertaking .. .. .	131
Generating Station, Electricity Supply Undertaking, Contracts .. .. .	138
George Street and King Street, City Improvements .. .. .	334
Golden Gate Athletic Hall .. .. .	336
Government Audit, Audit of Accounts .. .. .	300
Government Properties, Rates on Federal .. .. .	287
Grand Organ, Description .. .. .	253
Greater Sydney .. .. .	71
Guaranteed Officers .. .. .	299
Guarantee Policies .. .. .	299
Guarantee Policies, Register of .. .. .	237

## H

Hairdressers' Shops, Regulation of Barbers' and .. .. .	413
Hall, Golden Gate Athletic .. .. .	336
Hand-broken and Machine-broken Metal .. .. .	343
Harbour Municipalisation .. .. .	74
Harbour Resumptions, Darling .. .. .	187
Harbour Trust, Cleansing Operations .. .. .	449
Harbour Trust, Exemption from Rates .. .. .	292
Health Committee .. .. .	42
Horse Troughs, Deputations .. .. .	25
House to House Inspections, Sanitary Department .. .. .	461
Hospitality, Civic .. .. .	10

## I

Illumination, Electric Lighting, Street .. .. .	99
Improvements, City .. .. .	333
Improvements, King and George Streets, City .. .. .	334
Improvements, Market Street and Elizabeth Street, City .. .. .	335
Improvements, Rocks Resumption Area .. .. .	210



	Page.
Improvements, Sanitary .. .. .	<a href="#">481</a>
Improvements, Rocks Resumption Area, Sanitary .. .. .	<a href="#">211</a>
Improvement Rate, Moore Street .. .. .	<a href="#">233</a>
Incandescent Mercury Vapour Lamp, Public Lighting .. .. .	<a href="#">186</a>
Indebtedness and Sinking Funds, Local .. .. .	<a href="#">232</a>
Indebtedness, Municipal .. .. .	<a href="#">227</a>
Indebtedness, Comparisons, Municipal .. .. .	<a href="#">229</a>
Industry Bill, Dairying .. .. .	<a href="#">447</a>
Infantile Diarrhœa .. .. .	<a href="#">393</a>
Infected Clothing Waggon .. .. .	<a href="#">400</a>
Infectious Diseases, Sanitary Department .. .. .	<a href="#">393</a>
Infected Rats, Bubonic Plague .. .. .	<a href="#">452</a>
Inspections, Sanitary Department, House to House .. .. .	<a href="#">461</a>
Inspectors, Streets Maintenance, District .. .. .	<a href="#">346</a>
Installations, Electric Lighting, Private .. .. .	<a href="#">127</a>
Insurance Policies, Allocation of Risks .. .. .	<a href="#">297</a>
Insurance Policies, Fire .. .. .	<a href="#">296</a>
Insurance Policies, Register of Fire .. .. .	<a href="#">237</a>
Insurance, Schedule of Assets Insured, Fire .. .. .	<a href="#">296</a>
Internal Audit of Accounts .. .. .	<a href="#">299</a>
Introduction .. .. .	<a href="#">3</a>

**J**

Judicial Decisions, Mustard Adulteration .. .. .	<a href="#">444</a>
--	---------------------

**K**

King Street and George Street, City Improvements .. .. .	<a href="#">334</a>
--	---------------------

**L**

Labour Appointments .. .. .	<a href="#">305</a>
Labour Appointments, Credentials on .. .. .	<a href="#">306</a>
Labour Board, Service and .. .. .	<a href="#">302</a>
Labour Committee, Staff and .. .. .	<a href="#">368</a>
Lady Sanitary Inspector, Sanitary Department .. .. .	<a href="#">392</a>
Lamps Displaced, Electric Lighting .. .. .	<a href="#">128</a>
Land, Mains and Pipes, Rating of .. .. .	<a href="#">288</a>
Legislative, Bills Promoted, Sydney Corporation Amending Bill .. .. .	<a href="#">44</a>
Legislative, By-laws, Council and Committees .. .. .	<a href="#">52</a>
Legislative, By-laws, Garbage Receptacles .. .. .	<a href="#">64</a>
Legislative, By-laws, Street Regulation .. .. .	<a href="#">64</a>
Lethal Chamber .. .. .	<a href="#">390</a>
Lettings, Town Hall .. .. .	<a href="#">237</a>
Liabilities and Assets, Finance .. .. .	<a href="#">227</a>
Libraries, Free Public .. .. .	<a href="#">77</a>
Lifts Accommodation, Town Hall .. .. .	<a href="#">252</a>
Lifts and Elevators, Queen Victoria Markets Buildings .. .. .	<a href="#">270</a>
Lighting, Advantages of Electric .. .. .	<a href="#">110</a>
Lighting, Borrowing Powers for Electric .. .. .	<a href="#">117</a>
Lighting, Capital Expenditure on Electric .. .. .	<a href="#">153</a>
Lighting Committee, Electric .. .. .	<a href="#">43</a>

# INDEX.

	ix.
	Page.
Lighting, Comparative Cost of Electric .. .. .	122
Lighting, Definitions in Electric .. .. .	101
Lighting, Distribution Systems in Electric .. .. .	103
Lighting by Electricity, Public .. .. .	121
Lighting, Electric Lighting, Public .. .. .	121
Lighting, Experimental Stage of Electric .. .. .	114
Lighting, Financial Results of Electric .. .. .	118
Lighting, Gas Lamps Displaced by Electric .. .. .	128
Lighting in America, Electric .. .. .	97
Lighting, Private Installations of Electric .. .. .	127
Lighting, Regulations for Wiring Work in Electric .. .. .	167
Lighting, Street Illumination, Electric .. .. .	99
Lighting, Terms and Conditions of Supply for Electric .. .. .	165
Liquor Act, 1898, Local Option .. .. .	214
Loan, Debenture Issue, Streets .. .. .	232
Local Indebtedness and Sinking Funds .. .. .	232
Local Option, the Liquor Act, 1898 .. .. .	214
Lord Mayor and Lady Mayoress .. .. .	8
Lord Mayoralty .. .. .	6
Lord Mayor, Deputations to the .. .. .	14
Lord Mayor, Election of .. .. .	3
Lord Mayor for 1904 .. .. .	4
Lord Mayor's Minute, Rocks Resumption Area .. .. .	202
Low Level Sewerage, Deputations .. .. .	25

## M

Machine-broken Metal, Hand-broken and .. .. .	343
Magisterial Decisions, Mustard Adulteration .. .. .	466
Mains and Pipes, Rating of Land .. .. .	288
Maintenance, Streets .. .. .	349
Maintenance, District Inspectors, Streets .. .. .	346
Market Street and Elizabeth Street, City Improvements .. .. .	335
Market Street and Elizabeth Street Widening, Deputations .. .. .	30
Markets, Belmore .. .. .	275
Markets, Deputations, Belmore .. .. .	23
Markets, Rebuilding Belmore .. .. .	275
Markets Buildings, Queen Victoria .. .. .	270
Markets Buildings, Elevators and Lifts, Queen Victoria .. .. .	270
Markets, Woolloomooloo, Fish .. .. .	280
Materials, Control of Stores and .. .. .	331
Mayor, Election of Lord .. .. .	3
Mayor, Deputations to the Lord .. .. .	14
Mayoress, Lord Mayor and Lady .. .. .	8
Mayor for 1904, the Lord .. .. .	4
Mayoralty, Lord .. .. .	6
Meat Inspections, Sanitary Department .. .. .	449
Meetings, Council and Committee .. .. .	37
Metal, Hand-broken and Machine-broken .. .. .	343
Metal, Quality of .. .. .	345
Meters, Electricity Supply Undertaking, Prepayment .. .. .	169
Milk, Adulteration Summonses, Concentrated .. .. .	428
Milk Supply, Sanitary Department .. .. .	448
Minimum Wage, The .. .. .	309

	Page.
Moore Street Improvement Rate .. .. .	233
Municipal Band .. .. .	462
Municipal Band, Deputations .. .. .	22
Municipal Council Employees' Union, Sydney .. .	314
Municipal Depots .. .. .	373
Municipal Indebtedness .. .. .	227
Municipal Indebtedness, Comparisons .. .. .	229
Municipalisation, Electricity Supply Undertaking .. .	106
Municipalisation, Ferries .. .. .	75
Municipalisation, Harbour .. .. .	74
Mustard Adulteration .. .. .	438
Mustard Adulteration, Judicial Decisions .. .. .	444
Mustard Adulteration, Magisterial Decisions .. .. .	442

**N**

New Belmore Markets, Deputations .. .. .	23
New South Wales Drought Relief Fund .. .. .	217
New South Wales Public Disaster Relief Fund .. .	215
Night Removal of Refuse .. .. .	403
Nomenclature, Street .. .. .	372
Notification of Disease .. .. .	400
Notification of Phthisis, By-laws .. .. .	396
Notification of Phthisis, Compulsory .. .. .	394
Nuisance Abatement, Smoke .. .. .	402

**O**

Office Accommodation, Town Hall .. .. .	246
Officers Guaranteed .. .. .	299
Officers' Reports .. .. .	484
Officers, Status of .. .. .	484
Oiline, Experimental Dust Laying, Pyne .. .. .	369
Operations, Harbour Trust, Cleansing .. .. .	449
Operations, Deputations, Stone-breaking .. .. .	31
Organ, Description Grand .. .. .	253
Organ Recitals, Special City .. .. .	257
Organ Tuning, City .. .. .	266
Outstanding Paving, etc., Accounts .. .. .	236

**P**

Parks and Recreation Committee .. .. .	43
Parks, City .. .. .	465
Park, Swimming Baths, Prince Alfred .. .. .	467
Park Trust, Wentworth .. .. .	465
Parliamentary and By-laws Committee .. .. .	43
Paving, etc., Accounts, Outstanding .. .. .	236
Phthisis, By-laws, Notification of .. .. .	396
Phthisis, Compulsory Notification of .. .. .	394
Picnic, Employees' .. .. .	326



# INDEX.

xi.  
Page.

Pipes, Rating of Land, Mains and .. .. .	288
Pitt Street, Woodblocking, Deputations .. .. .	19
Plague, Infected Rats, Bubonic .. .. .	452
Plague, Public Indifference, Bubonic .. .. .	456
Plague, Rat Crusade, Bubonic .. .. .	456
Plague, Suburban Apathy, Bubonic .. .. .	459
Plague, Suburban Comments, Bubonic .. .. .	458
Plant, Electricity Supply Department, Extension of .. .. .	157
Plant, Street Watering, Distributing .. .. .	359
Plant, Tar Distillation .. .. .	352
Police .. .. .	89
Policies, Fire Insurance .. .. .	296
Policies, Register of Fire Insurance .. .. .	237
Policies, Guarantee .. .. .	299
Policies, Register of Guarantee .. .. .	237
Power House, Buildings, etc., Electricity Supply Undertaking, Description of .. .. .	132
Powers, Electric Lighting, Borrowing .. .. .	124
Power Station, Extension of Site, Electric .. .. .	129
Precedence .. .. .	7
Preparation of By-laws .. .. .	50
Prepayment Meters, Electricity Supply Undertaking .. .. .	169
Price per Unit, Electric Supply Undertaking .. .. .	160
Prince Alfred Park, Swimming Baths .. .. .	467
Private Installations, Electric Lighting .. .. .	127
Properties, Corporate .. .. .	269
Properties, Rates on Federal Government .. .. .	287
Prosecutions, Adulteration .. .. .	431
Provident Fund, Sick and .. .. .	326
Public Abattoirs .. .. .	65
Public Baths .. .. .	470
Public Conveniences, Female Attendant .. .. .	412
Public Disaster Relief Fund, New South Wales .. .. .	215
Public Indifference, Bubonic Plague .. .. .	456
Public Libraries, Free .. .. .	77
Public Lighting, Electric Lighting .. .. .	121
Public Lighting, Incandescent Mercury Vapour Lamp .. .. .	186
Public Swimming Baths, Children's .. .. .	479
Public Utility, Statutes of .. .. .	49
Purposes Committee, General .. .. .	40
Pyne Oiline, Dust Laying .. .. .	369

## Q

Qualifications, Employees' Residential .. .. .	307
Quality of Metal .. .. .	345
Queen Victoria Markets Buildings .. .. .	270
Queen Victoria Markets Buildings, Elevators and Lifts .. .. .	270

## R

Ratcatching Staff, Deputations .. .. .	27
Rat Crusade, Bubonic Plague .. .. .	456
Rateable Value and Rates .. .. .	287



	Page.
Rate, Moore Street Improvement .. .. .	233
Rates and Rateable Value .. .. .	287
Rates, Federal Government Properties .. .. .	287
Rates, Rocks Resumption Area .. .. .	202
Rates, Sydney Harbour Trust, Exemption from .. .. .	292
Rating of Land, Mains and Pipes .. .. .	288
Rearrangement, Rocks Resumption Area .. .. .	192
Rebuilding Belmore Markets .. .. .	275
Receipts and Expenditure, Finance .. .. .	222
Receptacles, By-laws, Garbage .. .. .	65
Reception of Visitors, Deputations .. .. .	29
Recitals, City Organ .. .. .	257
Reconstruction Rocks Resumption Area .. .. .	199
Reconstruction, Rocks Resumption Area, Estimated Cost of .. .. .	200
Recreation Committee, Parks and .. .. .	43
Redfern Street, Deputations, Flooding .. .. .	32
Refuse Destructors, Expert Opinion on Types and Cost .. .. .	384
Refuse Destructors, Types and Cost .. .. .	381
Refuse Disposal, Barging to Sea .. .. .	374
Refuse Disposal, Destruction by Fire .. .. .	377
Refuse Disposal, Tipping .. .. .	374
Refuse, Night Removal of .. .. .	403
Refuse, Trade .. .. .	405
Register of Contracts .. .. .	236
Register of Fire Insurance Policies .. .. .	237
Register of Guarantee Policies .. .. .	237
Regrading of Employees .. .. .	304
Regulation of Barbers' and Hairdressers' Shops .. .. .	413
Regulation, By-laws, Street .. .. .	64
Regulations, Chemical Preservatives, Board of Health .. .. .	417
Regulations, Select Committee, Board of Health .. .. .	424
Regulations, Town Hall .. .. .	238
Regulations, Wiring Works, Electricity Supply Undertaking .. .. .	167
Removal of Refuse, Night .. .. .	403
Rents Receivable .. .. .	237
Reports, Officers' .. .. .	484
Requirements, Rocks Resumptions, Sanitary .. .. .	212
Resident Caretaker, Town Hall .. .. .	238
Residential Qualifications, Employees' .. .. .	307
Results, Electric Lighting, Financial .. .. .	118
Resumptions, Darling Harbour .. .. .	187
Revenue and Expenditure, Ward .. .. .	226
Rocks Resumption Area, City Rates .. .. .	202
Rocks Resumption Area, Control .. .. .	207
Rocks Resumption Area, Deputations .. .. .	19
Rocks Resumption Area, Estimated Cost of Reconstruction .. .. .	200
Rocks Resumption Area, Improvements .. .. .	210
Rocks Resumption Area, Lord Mayor's Minute .. .. .	202
Rocks Resumption Area, Rearrangement .. .. .	192
Rocks Resumption Area, Reconstruction .. .. .	199
Rocks Resumption Area, Sanitary Improvements .. .. .	211
Rocks Resumption Area, Sanitary, etc., Requirements .. .. .	212
Rocks Resumption Area, Tenancies for Sites .. .. .	192
Rooms, Town Hall, Strong .. .. .	251

<b>S</b>	Page:
Sale Yards, Flemington Cattle .. .. .	280
Salt Water Conduits, Electricity Supply Undertaking .. .. .	135
Sand Bins, Deputations .. .. .	23
Sanding Streets, Deputations, No. 1 .. .. .	34
Sanding Streets, Deputations, No. 2 .. .. .	34
Sanitary Conveniences, City Theatres .. .. .	410
Sanitary Department, House to House Inspections .. .. .	461
Sanitary Department, Infectious Diseases .. .. .	393
Sanitary Department, Lady Sanitary Inspector .. .. .	392
Sanitary Department, Meat Inspections .. .. .	449
Sanitary Department, Milk Supply, etc. .. .. .	448
Sanitary Improvements .. .. .	461
Sanitary Improvements, Rocks Resumption Area .. .. .	211
Sanitary Requirements, Rocks Resumption Area .. .. .	212
Sanitary Science Certificates .. .. .	392
Schedule of Assets Insured, Fire Insurance .. .. .	296
Science Certificates, Sanitary .. .. .	392
Season Tickets, Tramways .. .. .	92
Select Committee, Board of Health Regulations .. .. .	424
Service and Labour Board .. .. .	302
Sewerage, Deputations, Low Level .. .. .	25
Shops, Regulation of Barbers' and Hairdressers' .. .. .	413
Sick and Provident Fund .. .. .	326
Siding Accommodation, Electricity Supply Undertaking .. .. .	134
Sinking Funds, Local Indebtedness and .. .. .	232
Site, Electric Power Station, Extension of .. .. .	129
Sites, Rocks Resumption Area, Tenancies for .. .. .	192
Small Stock Yards .. .. .	284
Smoke Nuisance Abatement .. .. .	402
Special City Organ Recitals .. .. .	257
Special Enquiry, Dust Nuisance and City Cleansing .. .. .	359
Special Enquiry, Aldermanic Influence .. .. .	362
Staff, Deputation, Ratecatching .. .. .	27
Staff, Electricity Supply Undertaking .. .. .	169
Staff and Labour Committee .. .. .	368
Station, Extension of Site, Electric Power .. .. .	129
Status of Officers .. .. .	484
Statutes of Public Utility .. .. .	49
Steelwork, Electricity Supply Undertaking Contracts .. .. .	140
Stock Yards, Small .. .. .	284
Stone Breaking Deputations, Operations .. .. .	31
Stores and Materials, Control of .. .. .	331
Streets, Deputations, Flooding Redfern .. .. .	32
Streets No. 1, Deputations, Sanding .. .. .	34
Streets No. 2, Deputations, Sanding .. .. .	34
Street Flushing, City Cleansing .. .. .	409
Street Illumination, Electric Lighting .. .. .	99
Streets Loan, Debenture Issue .. .. .	232
Streets Maintenance .. .. .	349
Streets Maintenance, District Inspectors .. .. .	346
Street Nomenclature .. .. .	372
Street Regulation, By-laws .. .. .	64
Street Tipping .. .. .	408
Street Watering .. .. .	352

	Page.
Street Watering, Distributing Areas .. .. .	355
Street Watering, Distributing Plant .. .. .	359
Street Watering and Flushing Arrangements .. .. .	370
Streets, Woodpaving of City .. .. .	332
Structural Defects .. .. .	462
Strong Rooms, Town Hall .. .. .	251
Sub-stations, Electricity Supply Undertaking .. .. .	135
Sub-stations, Electricity Supply Undertaking, Contracts .. .. .	144
Suburban Apathy, Bubonic Plague .. .	459
Suburban Comments, Bubonic Plague.. .. .	458
Summonses, Concentrated Milk, Adulteration .. .. .	428
Supply, Electricity Supply Undertaking, Terms and Conditions of .. .. .	165
Swimming Baths, Prince Alfred Park.. .. .	467
Swimming Baths, Children's Public .. .. .	479
Sydney Corporation (Amendment) Bill .. .. .	44
Sydney Corporation (Amending) Bill, Deputation .. .. .	15
Sydney (Greater) .. .. .	71
Sydney Harbour Trust, Exemption from Rates .. .. .	292
Sydney Municipal Council Employees' Union.. .. .	314
Sydney Unemployed, Deputations .. .. .	35
Systems, Electric Lighting, Distribution .. .. .	103

## T

Tar Distillation Plant .. .. .	352
Telephone Communication, Electricity Supply Undertaking .. .. .	155
Tenancies for Sites, Rocks Resumption Area .. .. .	192
Tenders, Deposit on .. .. .	285
Terms and Conditions of Supply, Electricity Supply Undertaking .. .. .	165
Theatres, Sanitary Conveniences, City .. .. .	410
The Grand Organ, Description .. .. .	253
The Liquor Act for 1898, Local Option.. .. .	214
The Lord Mayoralty .. .. .	6
The Lord Mayor for 1904 .. .. .	4
The Lord Mayor and Lady Mayoress .. .. .	8
The Minimum Wage .. .. .	309
Tickets, Tramways Season .. .. .	92
Tip Carters' Union .. .. .	311
Tipping, Refuse Disposal .. .. .	374
Tipping, Street .. .. .	408
Town Hall Decoration .. .. .	243
Town Hall Lettings .. .. .	237
Town Hall, Lifts Accommodation .. .. .	252
Town Hall, Office Accommodation .. .. .	246
Town Hall Regulations .. .. .	238
Town Hall, Resident Caretaker .. .. .	238
Town Hall Strong Rooms .. .. .	251
Trade Refuse .. .. .	405
Traffic, City Vehicular .. .. .	91
Tramways, Season Tickets .. .. .	92
Troughs Deputations, Horse .. .. .	25
Troughs Deputations, Water .. .. .	35
Trust, Exemption from Rates, Sydney Harbour .. .. .	292
Trust, Wentworth Park .. .. .	465

# INDEX

xv.  
Page.

Tuning, City Organ .. .. .	266
Types and Costs, Refuse Destructors .. .. .	381
Types and Costs, Refuse Destructors, Expert Opinion on.. .. .	384

## U

Underground Conduits, Electricity Supply Undertaking Contracts.. .. .	141
Underground Conveniences .. .. .	412
Undertaking, Municipalisation, Electric Supply .. .. .	106
Unemployed, Deputations, Sydney .. .. .	35
Union, Sydney Municipal Council Employees' .. .. .	314
Union, Tip Carters' .. .. .	311
Unit, Electricity Supply Undertaking, Price per .. .. .	160
Utility, Statutes of Public .. .. .	49

## V

Vehicular Traffic, City .. .. .	91
Visitors, Deputations, Receptions of .. .. .	29

## W

Wage, the Minimum .. .. .	309
Waggon, Infected Clothing .. .. .	400
Ward Revenue and Expenditure .. .. .	226
Watering, Distributing Areas, Street .. .. .	355
Watering, Distributing Plant, Street .. .. .	359
Watering and Flushing Arrangements, Street.. .. .	370
Watering, Street .. .. .	352
Water Troughs, Deputations .. .. .	35
Wentworth Park, Trust .. .. .	465
Widows' Carts .. .. .	304
Wiring Work, Electricity Supply Undertaking, Regulations for .. .. .	167
Woodblocking Pitt Street, Deputations .. .. .	19
Woodpaving of City Streets .. .. .	332
Woolloomooloo Baths .. .. .	480
Woolloomooloo Fish Markets .. .. .	280
Works Committee .. .. .	41

## Y

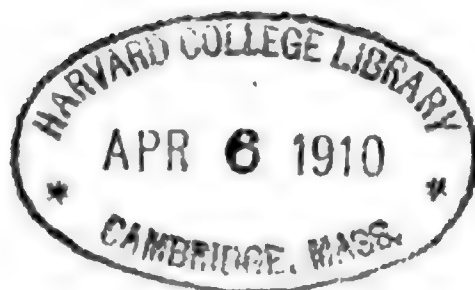
Yards, Flemington Cattle Sale .. .. .	280
Yards, Small Stock .. .. .	284













# ANNUAL REPORT

1904

## TOWN CLERK

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SYDNEY, 17th March, 1905.

TO THE RIGHT HONOURABLE ALLEN TAYLOR, LORD MAYOR,  
AND THE ALDERMEN OF THE MUNICIPAL COUNCIL  
OF THE CITY OF SYDNEY.

MY LORD AND GENTLEMEN,—

### INTRODUCTION.

In accordance with established custom I have the honour to submit for your notice and information my Annual Report for the year 1904, being a *resumé* of the most important transactions and other matters directly or indirectly appertaining to municipal administration or jurisdiction in the City of Sydney which have occupied the attention of the Council during the past year, accompanied by such notes and observations of my own in relation thereto, having regard to past experience or present-day custom in administration in the greater municipalities of the British Empire as the circumstances and conditions connected with the particular subject under review appear to justify or render necessary for the purpose of a better understanding. Previous reports have, for an infinitude of valid reasons, been characterised by apparently inordinate length, and at first sight this may have appeared unnecessary and unjustifiable, but in actual practice during the years following their issue they have been found exceptionally valuable, both as regards saving time and for the purpose of reference, consequently elimination or curtailment in the plethora of material and plenitude of subjects which prevails has been found increasingly difficult to practice. Whilst summarisation and condensation are highly desirable and commendable when present purposes only are considered, there are occasions, having regard to futurity, where exposition in detail in order to prevent misunderstanding is not

only unavoidable but imperative. Having regard, therefore, to the multitudinous and increasingly important nature of the different subjects coming under the cognisance of the Council, it has been found exceedingly difficult to submit a comparatively brief summary of the work which has been in contemplation and the work which has been undertaken. The difficulty which has been experienced has been in determining what to omit as well as what to include. In order, therefore, to constitute a permanent record and, it is hoped, useful volume for easy reference as distinguished from a superficial summary for present-day use only, details and particulars will be found in this report of the most important subjects which have come under the observations of the Council during my third year of office as Town Clerk of the City of Sydney.

\* \* \*

### VICE-REGAL—APPOINTMENT OF GOVERNOR-GENERAL.

In August, 1903, an intimation was received from the Colonial Office, London, that Lord Northcote, C.B., G.C.I.E., Governor of Bombay, India, had been appointed to succeed Lord Tennyson as Governor-General of the Commonwealth, the general feeling with regard to the appointment being one of congratulation, it being universally acknowledged that as a politician and a skilled diplomatist Lord Northcote had proved himself a gentleman of undoubted ability and sagacity, whilst in addition to his purely official and political duties he has always manifested a keen personal interest in all charitable and philanthropical institutions.

Lord Northcote is a distinguished son of a distinguished family which has in many capacities rendered yeoman service to the Empire, and the historic interest attached to his name ensured him a very warm and hearty welcome in Australia.

His father, the first Earl of Iddesleigh, was better known under his more familiar name—Sir Stafford Northcote, the popular leader of the House of Commons. Lord Northcote was educated at Eton and Merton College, Oxford, where he graduated M.A. For nearly twenty years, 1880-1899, he represented the City of Exeter in the House of Commons, and during this period he filled several important offices and public positions, though his official career commenced before he entered the precincts of the House as a member of Parliament. In 1868 he was a clerk in the Foreign Office, and his ability secured his appointment to responsible positions in regard to the special missions concerning the Alabama and Washington treaties, and subsequently to the important embassy to Constantinople in 1876-77, when he was appointed Private Secretary to Lord Salisbury. From 1877 to 1880 he was Private Secretary to the Chancellor of the Exchequer, in 1885 and 1886 he was Financial Secretary to the War Office, in 1886 and 1887 he was Surveyor-General of Ordnance, and a Charity Commissioner 1891-92. In 1899 he was appointed to the distinguished position of Governor of Bombay, India, which he filled until transferred to the Commonwealth of Australia. Lord Northcote was created a baronet in 1887, his baronetcy being achieved as the result of his own work. In 1899 he was made a peer on his being appointed to Bombay, and since his arrival in Australia he has been made a Knight Grand Cross of St. Michael and St. George.

## VICE-REGAL—ARRIVAL OF GOVERNOR-GENERAL.

Lord Northcote, the Governor-General, appointed in succession to Lord Tennyson, accompanied by Lady Northcote and suite, arrived at Fremantle en route to Melbourne on 13th January, 1904, being met on arrival by His Excellency the State Governor of Western Australia, Admiral Sir Frederick G. D. Bedford, G.C.B.

The Lord Mayor forwarded the following telegram of welcome :—

To His Excellency the Governor-General and Lady Northcote.

On behalf of the Aldermen and citizens of the mother City of the Commonwealth I desire to offer you a hearty welcome to Australia, and to assure you of the best wishes of the citizens for a successful official career and a pleasant sojourn in this part of His Majesty's dominions.

(Signed) SAMUEL E. LEES,

Lord Mayor.

The following reply was received :—

To the Right Hon. the Lord Mayor of Sydney.

Kindly express to citizens of Sydney my heartiest thanks for the kind welcome extended to me.

(Signed) NORTHCOTE.

Their Excellencies continued their journey to Melbourne, where His Excellency was duly sworn in as Governor-General of the Commonwealth.

\* \* \*

## VICE-REGAL—RECEPTION OF THE GOVERNOR-GENERAL.

His Excellency the Governor-General of Australia, Lord Northcote, made his official entry into the City of Sydney, the capital of the mother State of the Commonwealth, in May last, and had the gratification of a welcome that came spontaneously from the people in their manifestations of goodwill towards His Excellency personally, and towards the Governor-General as the representative of His Majesty the King.

The Lord Mayor, accompanied by the Aldermen of the City Council and the Town Clerk, attended at Redfern Station to receive His Excellency, who was attended by his private secretary, Captain Stewart Balmain, Captain Greville, A.D.C., Captain Stephens, A.D.C., and Lord Richard Nevill, A.D.C. On arriving at Strathfield the special train from Melbourne to Sydney was boarded by the Acting State Premier and Attorney-General, the Hon. B. R. Wise, M.L.C.; the Federal Minister for External Affairs, Hon. W. M. Hughes, M.P.; the State Minister for Works, the Hon. E. W. O'Sullivan, M.L.A.; the State Treasurer, the Hon. T. Waddell, M.L.A.; the State Minister for Labour and Public Instruction, the Hon. J. Perry, M.L.A.; the Minister for Mines and Agriculture, the Hon. J. Kidd, M.L.A.; the Vice-President of the Executive Council, Colonel the Hon. Kenneth Mackay, C.B., M.L.C.; the Hon. J. L. Fegan, M.L.A., and the Hon. J. Hayes, M.L.A., Honorary Ministers. On the platform awaiting His Excellency's arrival at Sydney were Captain Leslie Wilson, D.S.O., representing His Excellency the State Governor; the State Commandant, Brigadier-General Finn; Lieutenant-Colonel Lyster,

A.A.G. ; Lieutenant-Colonel Fiaschi, D.S.O. ; Lieutenant-Colonel McArthur Onslow ; and the Secretary to the Department of External Affairs, Mr. Atlee Hunt.

His Excellency having expressed his appreciation at the warmth of the welcome accorded to him was introduced by the Hon. the Acting State Premier to the Lord Mayor of Sydney, who introduced the ex-Lord Mayor, Alderman Hughes, the City Aldermen, and the Town Clerk, in maintenance of the civic claim that as a matter of right the ceremony of welcome by the Lord Mayor and representatives of the citizens at the entrance into the City must precede all others of a similar kind.

A procession was subsequently formed, which proceeded to the Town Hall, where the Lord Mayor presented His Excellency with the following address from the citizens :—

To His Excellency the Right Honourable Henry Stafford, Baron Northcote, Knight Grand Commander of the Most Eminent Order of the Indian Empire, Companion of the Most Honourable Order of the Bath, Governor-General and Commander-in-Chief of the Commonwealth of Australia :

May it please your Excellency,—

We, the Lord Mayor, Aldermen and citizens of Sydney, loyal and dutiful subjects of His Most Gracious Majesty Edward VII., hereby tender to your Excellency our most cordial and hearty welcome on the occasion of this your first official visit to the mother City of the Commonwealth.

Your appointment as Governor-General of the Australian Commonwealth is regarded by us as an eminently appropriate one in view of the reputation you have already earned as an administrator in an important portion of His Majesty's Indian Empire, and the experience gained and the high qualities exhibited by you in that office are an ample guarantee of your ability and worthiness to sustain with credit the distinguished office you have been called upon to fill in this part of His Majesty's dominions beyond the seas.

Our prayer is that Almighty God will sustain and guide you in the discharge of the duties of your exalted position, and that the Australian Commonwealth may ever strive to prove herself worthy of the best traditions of the great Empire to which it is our proud boast and privilege to belong.

SAMUEL E. LEES, Lord Mayor.

THOMAS H. NESBITT, Town Clerk.

In replying, Lord Northcote said : “ My Lord Mayor, Aldermen, and Citizens of Sydney,—It is with genuine pleasure that as the representative of His Majesty the King I thank you for your expressions of loyalty, and I feel sure that His Majesty well knows that he has no more devoted subjects than the citizens of this beautiful City of the Commonwealth. For myself I thank you for your kind words of welcome, and I shall strive to justify the opinion you have formed as to my ability to assist in the administration of the affairs of the Commonwealth of Australia. It is my fervent wish and intention to serve this great continent to the best



of my power, and I trust that with the blessing of Almighty God, Australia may for many years to come enjoy continual peace and ever increasing development, and so take a higher place than she now occupies as part of our great Empire."

The procession having re-formed, proceeded to Parliament House, where the Acting Premier and Attorney-General, the Hon. B. R. Wise, K.C., M.L.C., introduced the President of the Legislative Council, Sir Francis B. Suttor, and the Speaker of the Legislative Assembly, Mr. W. McCourt, M.L.A., and afterwards His Excellency was driven to the Federal Government House in the Domain.

Subsequently an official State luncheon was given by the Acting Premier, the Hon. B. R. Wise, M.L.C., in the Executive Council Chamber, at which the Lord Mayor was present as a guest as representing the City.

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### COMPLIMENTARY PICNIC TO THE LORD MAYOR AND LADY MAYORESS.

Shortly after taking up the duties of the office, the Lord Mayor and Lady Mayoress were entertained at a complimentary picnic at Correy's Gardens, Cabarita, when there was an attendance of between two and three hundred ladies and gentlemen, amongst those present being the Hon. W. Robson, M.L.C. ; J. H. Carruthers, M.L.A. ; E. C. V. Broughton, M.L.A. ; Alderman J. C. Beer, Alderman T. H. Barlow, Alderman R. Mackey, and Alderman J. C. Waine.

The health of the " Lord Mayor and Lady Mayoress " was proposed by Mr. J. Carruthers, M.L.A., who remarked that in their guest the Lord Mayor there was a living example of how greatness could be achieved, and it could be affirmed with confidence that whatever power and position the Lord Mayor possessed had been well earned. The City possessed in the person of the Lord Mayor one who could claim to be a native of the City, one who could almost say he had been born and bred within the shadows of the Town Hall, and one who had brought qualities to the office which would adorn the position he occupied. The honour had not been sought, but had been thrust upon the recipient, and was the free gift of those who had it in their power to bestow.

Advantage was taken of the opportunity to present the Lady Mayoress with a handsome pearl necklace and pendant as a slight memento of respect and esteem, and to commemorate the elevation of the Lord Mayor to the chair.

The Lord Mayor, in responding, stated that he recognised the high and rich compliment paid to himself. He looked upon it as one of those recognitions by the public to be found in every rank of society where British blood coursed through the veins, and generosity and gratitude had full play, and he thanked those present heartily on behalf of the Lady Mayoress and himself.

\* \* \*

### THE LORD MAYOR AND LADY MAYORESS.

In accordance with what has now become an established custom, the Lord Mayor was officially received at the Town Hall on the 2nd January, 1904, by the Town Clerk and the administrative heads of

Departments, and the principal officers in the Corporation service. Amongst those present, in addition to the Town Clerk (Mr. Nesbitt), were Mr. W. G. Layton, Chief Clerk ; Mr. S. H. Solomon, City Treasurer ; Dr. Armstrong, City Health Officer ; Mr. R. H. Brodrick, City Building Surveyor ; Mr. P. S. Dawson, City Solicitor ; Mr. T. Rooke, City Electrical Engineer ; Mr. Arthur Mason, City Organist ; Mr. J. Neale Breden, Superintendent of Corporation Assets ; Mr. Robert Dougan, General Auditor ; Mr. Harricks, City Assessor ; Mr. G. H. Lee, Clerk of Works ; and Mr. C. H. Bertie, Clerk, City Surveyor's Department, representing the City Surveyor, absent on leave ; Mr. G. M. Noake, Committee Clerk, Town Clerk's Department ; Mr. E. Johnston, Paymaster, and Mr. R. C. Robertson, Cashier, City Treasurer's Department ; Mr. J. H. Merriman, Chief Draughtsman, Mr. W. J. McAnally, Building Inspector, and Mr. W. H. Eves, Clerk, City Building Surveyor's Department ; Mr. John Duncan, Inspector of Nuisances, and Mr. C. A. Bros, Clerk, City Health Officer's Department.

The Town Clerk, on behalf of his colleagues and of the staff generally, senior and junior, as well as on his own behalf, expressed the pleasure it gave the officers to receive the Lord Mayor as the executive head of the City Council and the official representative of the City for the municipal year which had just been entered upon, and he felt assured that so far as the staff were concerned the Lord Mayor might rely with absolute confidence on the unswerving loyalty and hearty co-operation in all things appertaining to the welfare of the City coming under municipal control and direction. He had much pleasure in welcoming the Lord Mayor, and trusted that he would experience a successful and prosperous year of office.

The Lord Mayor, in reply, thanked the officers present, and through them the whole of the Corporation staff, for the heartiness and cordiality which had characterised their greeting, and which he looked upon as an auspicious commencement of a most promising new civic year. The Lord Mayor stated that he fully recognised that he was entering upon very responsible but at the same time very pleasing duties, for he felt that he was being backed up by the goodwill and hearty support of the officers, who were all well able to render him good assistance in their respective spheres of service and responsibility. Whilst he was glad to see a number of old faces, officers with whom he had been brought into official contact during the time of his previous occupancy of the Mayoral chair, he was at the same time especially pleased to find amongst the new faces of administrative officers, since he had last held office, the respected head of the service, the Town Clerk, Mr. Nesbitt. In the Town Clerk, the Lord Mayor stated, he felt he had a very able and most excellent coadjutor who would render him every assistance and co-operation in the discharge of his multifarious and responsible duties during the municipal year, not only on ordinary occasions, but whenever occasions of urgency or emergency demanded. The loyalty of the staff to the Town Clerk had been conspicuous during the past two years, for official matters were now on a better footing under the present Town Clerk's administration than they ever were before, and the Lord Mayor felt satisfied that the same hearty service would be rendered to him through the Town Clerk as had been so cheerfully rendered during the preceding two years.

In philanthropic and benevolent work during the past year the Lady Mayoress has been kept exceptionally busy, and the demands upon her time in connection with meetings, etc., for the furtherance of the cause

of charitable institutions have been multitudinous in character. Amongst the more prominent functions of a public nature in which the Lady Mayoress took part may be mentioned the arrival and departure of Lord Northcote ; the Festival in Prince Alfred Park in aid of the State Consumptive Homes ; St. Vincent's Hospital Ball ; the Industrial Home for Men ; the Fresh Air League Ball ; the Nautical Fête ; and St. Mary's Fair ; whilst sales of work, bazaars, at homes, prize presentations, and functions of a similar kind are best described by the name of legion.

\* \* \*

### CIVIC HOSPITALITY.

During the course of the past year the Lord Mayor and Lady Mayoress had the privilege of tendering civic receptions and welcome, accompanied by the hospitality of the City, to a large number of distinguished personages and representative ladies and gentlemen, amongst whom may be mentioned the following :—His Excellency the Governor-General, Lord Northcote, and Lady Northcote and suite ; His Excellency the State Governor, Admiral Sir Harry Holdsworth Rawson, K.C.B., and Lady Rawson, Miss Rawson, and suite ; His Excellency the Naval Commander-in-Chief, Vice-Admiral Sir Arthur Dalrymple Fanshawe, and Lady Fanshawe, Miss Fanshawe, and suite ; His Excellency the Lieutenant-Governor and Chief Justice of New South Wales, the Hon. Sir Frederick M. Darley, C.C.M.G., and Lady Darley and Miss Darley ; Prince Luigi Amedeo Guiseppe Maria Ferdinando Francesco, Duke of Abruzzi, and suite ; the Premier of the Australian Commonwealth, the Hon. J. C. Watson, M.P., and Mrs. Watson ; and his successor in the Federal Premiership, the Right Hon. G. H. Reid, P.C., K.C., M.P., and Mrs. Reid ; the State Premier and Chief Secretary, the Hon. Sir John See, M.L.A., K.C.M.G., and Miss See ; the Federal Minister for Home Affairs, the Hon. Dugald Thomson, M.P., and Mrs. Thomson ; the Federal Postmaster-General, the Hon. Sydney Smith, M.P., and Mrs. Smith ; the Chief Justice of the Federal High Court, Sir Samuel Griffith, and Lady Griffith ; Justice Sir Edmund Barton and Lady Barton ; Mr. Justice O'Connor and Mrs. O'Connor ; the Hon. Alfred Deakin, M.P., and Mrs. Deakin ; the Hon. Sir William J. Lyne, M.P., K.C.M.G., and Miss Lyne ; the Hon. Austin Chapman, M.P., and Mrs. Chapman ; the Hon. J. Cook, M.P., and Mrs. Cook ; Mons. Rey, Lieutenant-Governor of Noumea, and suite ; the President of the Legislative Council, the Hon. Sir Francis B. Suttor, Kt., M.L.C., and Lady Suttor ; the Hon. W. J. Trickett, M.L.C., Chairman of Committees of the Legislative Council, and Mrs. Trickett ; the Acting Premier and Attorney-General for the State of New South Wales, the Hon. B. R. Wise, K.C., M.L.C. ; the State Treasurer and subsequently State Premier, the Hon. T. Waddell, M.L.A. ; the leader of the State Opposition and subsequently State Premier and State Treasurer, the Hon. J. H. Carruthers, M.L.A. ; Colonel the Hon. Kenneth Mackay, C.B., and the Hon. John Hughes, M.L.C., Vice-Presidents of the Executive Council ; the Hon. E. W. O'Sullivan, M.L.A., the Hon. Walter Bennett, M.L.A., and the Hon. C. A. Lee, M.L.A., Ministers for Works ; the Hon. John Perry, M.L.A., the Hon. J. A. Hogue, M.L.A., Chief Secretaries ; the Hon. J. L. Fegan, M.L.A., and the Hon. B. B. O'Connor, M.L.A., Ministers for Education ;



the Hon. W. P. Crick, M.L.A., and the Hon. J. Ashton, M.L.A., Ministers for Lands ; the Hon. J. Kidd, M.L.A., and the Hon. S. W. Moore, M.L.A., Ministers for Mines and Agriculture ; the Hon. C. G. Wade, M.L.A., Attorney-General ; the Hon. J. Hayes, M.L.A., and the Hon. J. Dick, M.L.A., Honorary Ministers ; the officers of the Italian Fleet, Commander C. Ruffia, Lieutenant G. Ducci, and Lieutenant E. Gusa di Frigerio ; Lieutenant Besnard (Noumea) ; His Eminence Cardinal Moran ; His Grace the Archbishop of Sydney, Dr. Saumarez Smith ; His Grace the Coadjutor Archbishop of Sydney, Dr. Kelly ; the President of the Methodist Conference of Australasia, the late Rev. Dr. George Lane ; the Moderator of the Presbyterian Assembly, the late Right Rev. J. M. Main ; the ex-Moderator of the Presbyterian Assembly, the Rev. John Walker, M.A. ; the President of the Methodist Conference of New South Wales, the Rev. W. Halse Rogers ; the ex-President of the Methodist Conference of New South Wales, the Rev. W. Woolls Rutledge ; the Ven. Archdeacon Langley ; the Ven. Archdeacon Gunther ; Monsignor O'Brien ; Monsignor O'Haran ; the Major-General Commanding the Military Forces of the Commonwealth, Sir Edward Hutton, C.B., K.C.M.G., and Lady Hutton ; the Officer Commanding the Military Forces in the State of New South Wales, Brigadier-General Finn, and Mrs. Finn ; Colonel Lyster, A.A.G. ; Major Luscombe, D.A.Q.M.G. ; Major MacLagan, D.S.O., D.A.A.G. ; Colonel Fiaschi, D.S.O. ; Colonel Burns ; Major Gordon Legge ; Captain Winnington Ingram, R.N. ; the Chancellor of the University, Sir Normand MacLaurin, Kt., M.L.C., and Lady MacLaurin ; the Judges of the Supreme Court ; the District Court Judges ; members of the Legislative Council ; Mr. W. McCourt, Speaker, and members of the Legislative Assembly ; the Lord Mayor and Lady Mayoress of Melbourne, the Right Hon. Sir Malcolm D. McEacharn, Kt., and Lady McEacharn ; the Mayor of Brisbane, Mr. Reece ; Sir Julian Salomons, Kt., K.C., and Lady Salomons ; Sir William McMillan, K.C.M.G., and Lady McMillan ; Sir William Manning, Kt., and Lady Manning ; Sir Matthew Harris, Kt., and Lady Harris ; Sir James Graham, Kt., and Lady Graham ; Sir James R. Fairfax, K.B., and Lady Fairfax ; the late Sir George Dibbs, K.C.M.G., and Lady Dibbs ; the Hon. Sir Arthur Renwick, Kt., M.L.C., and Lady Renwick ; Senator A. J. Gould and Mrs. Gould ; Senator Lieutenant-Colonel J. C. Neild and Mrs. Neild ; the Inspector-General of Police, Mr. E. W. Fosbery, C.M.G., and his successor in office, Mr. Thomas Garvin ; the Clerk of the Parliaments, Mr. J. Calvert ; the Usher of the Black Rod, Mr. S. H. Mowle ; the Clerk of the Legislative Assembly, Mr. R. A. Arnold ; the Sergeant-at-Arms, Mr. L. J. Harnett ; the Clerk of the Peace, Mr. W. R. Beaver ; the Government Astronomer, Mr. H. C. Russell, C.M.G. ; the ex-Mayors of the City ; the Aldermen of the City Council ; the Consul-General for France, Mons. G. Biard d'Aunet ; the Vice Consul-General for France, Mons. Louis Nettement ; the Consul-General for the German Empire, Herr Von Buri ; the Vice Consul-General for the German Empire, Herr W. Muenzenthaller ; the Consul-General for Japan, Mr. K. Iwasaki ; the Consul-General for the Argentine Republic, Mr. J. T. Tillock ; the Consul-General for Austria-Hungary, Baron Hoenning O'Carroll ; the Consul-General for Denmark, the late Mr. Theodore Boesen ; the Consul-General for Switzerland, Mr. Marc Rutty ; the Consul for the United States of America, Mr. Orlando Baker ; the Consul for Belgium, Mr. Rene Vos ; the Vice-Consul for Belgium, Mr. J. Currie Elles ; the Consul for Chili, Mr. C. E. Brown ; the Consul for Greece, Mr. J. Love ; the



Consul for Italy, Dr. V. Marano ; the Consul for the Netherlands, Mr. Edward Resch ; the Vice-Consul for the Netherlands, Mr. N. H. Paling ; the Consul for Portugal, Mr. R. Sandeman Collum ; the Consul for Russia, Mr. E. Monson Paul ; the Consul for Spain, Mr. F. B. Freehill ; the Consul for Sweden and Norway, Mr. Olav E. Pauss ; the Consul for Paraguay, Mr. A. B. Joske ; the Vice-Consul for Brazil, Mr. E. W. T. Dunn ; the Under Secretaries for Finance, Works, Education, Justice, and Mines and Agriculture ; the Chief Railway Commissioner, Mr. Charles Oliver, and the Railway Commissioners and their Secretary, Mr. H. McLachlan ; the President of the Sydney Harbour Trust, Mr. R. P. Hickson, and the Harbour Commissioners and their Secretary, Mr. Harold F. Norrie ; the Chairman of the Public Service Board, Mr. C. Delohery, and the members of the Board ; the President of the Metropolitan Board of Water Supply and Sewerage, Mr. T. W. Keele, and the members of the Board and their Secretary, Colonel Holmes, D.S.O. ; the President of the Board of Health, Dr. Ashburton Thompson, and the members of the Board and their Secretary, Mr. G. H. King ; the President of the Metropolitan Fire Brigades Board, Mr. C. Brown, and the members of the Board and their Secretary, Mr. Z. Barry ; the President of the Chamber of Commerce, Mr. G. Wall ; the President of the Chamber of Manufactures, Mr. O. C. Beale ; the President of the Sydney Stock Exchange, Mr. Ernest L. Davis ; the General Manager of the Bank of New South Wales, Mr. J. Russell French ; the General Manager of the Commercial Banking Company, Mr. T. A. Dibbs ; the Secretary of the Chamber of Commerce, Mr. H. C. Mitchell ; the Secretary of the Sydney Royal Exchange, Mr. C. H. Hayes ; the Aldermen of the City Council ; and the Town Clerk and principal officers of the Corporation, etc., etc.

Special receptions were tendered to His Excellency the Governor-General, Lord Northcote and Lady Northcote, and to H.R.H. the Duke of Abruzzi.

\* \* \*

### ELECTION OF LORD MAYOR.

Pursuant to the provisions of the 66th section of the Sydney Corporation Act, 1902, the quarterly statutory meeting of the Council was held on the 9th December, 1904, for the purpose of electing a Lord Mayor for the year 1905.

On a motion that the election of Lord Mayor be by open voting, and prior to the receipt of nominations for the position, an amendment was moved by Alderman Milner Stephen, and seconded by Alderman Meagher, that the method of voting should be as follows :—

- (a) All nominations of candidates shall first be made by nomination and seconding at the time of the statutory meeting.
- (b) An open vote shall then be taken, each Alderman voting once only, and for one candidate only.
- (c) If any candidate on such vote shall have an absolute majority of votes of those present, such candidate shall be declared elected.

- (d) If no candidate have such an absolute majority the name of the candidate having the smallest number of votes shall be removed from the list of candidates.
- (e) That successive votes be taken until on one of such votes one of the candidates obtain an absolute majority, whereupon such candidate shall be declared elected.
- (f) The procedure of regulating such successive votes to be that provided for, the first voting.

The amendment having been accepted, it was taken as part of the motion, whereupon a further amendment was moved by Alderman Clarke, seconded by Alderman Norton, that the method of voting in the election of Lord Mayor should be in the following manner :—

- (a) That each Alderman be supplied with a ballot paper with the names of the candidates nominated written on the same.
- (b) That the name of the most desirable candidate in nomination should have the figure "1" placed opposite it in the column marked "order of preference," the name of the next most desirable candidate should have the figure "2," the third best the figure "3," and so on until every candidate's name has received a number.
- (c) That each Alderman sign the ballot paper and the names entered in the minutes.

The amendment was negatived on a division, seven voting in favour and sixteen against, and the motion was thereupon carried, the effect being that the ordinary lines heretofore in force of motion and amendment, the first name submitted being treated as the original motion and the first name submitted thereafter as an amendment, in accordance with the Standing Orders of the Council, were departed from.

Two nominations were submitted, and the final vote and subsequent division resulted in the election of Alderman Allen Arthur Taylor as Lord Mayor for the year 1905, on the motion of Alderman Hughes, seconded by Alderman Henson.

\* \* \*

### STATUTORY DUTIES—LORD MAYOR.

Questions having repeatedly been asked with regard to the obligations and duties imposed upon the Lord Mayor by Statute, I submit the following synopsis abstracted from the several Acts of Parliament.

Under the provisions of Section 38 of the Sydney Corporation Act the Lord Mayor is required to publish in a special number of the *Gazette* and in two newspapers a declaration of the Alderman elected for the several wards of the City. Under Section 61 the Lord Mayor may suspend any officer or servant of the Council guilty, in his opinion, of misconduct or neglect subject to his reporting to the Council at their next meeting, such suspension being subject to confirmation by the Council, who alone can decide whether such officer or servant shall be reinstated or dismissed. Under the powers conferred by the same section the Lord Mayor may appoint a substitute to fill the vacancy for the time

being caused by suspension, provided that such substitute shall hold office and receive remuneration not exceeding that of the person suspended. This power of suspension and appointment of a substitute is not conferred by Statute upon any Lord Mayor or Mayor in England. The power to convene meetings of the Council as and when he may think fit is vested in the Lord Mayor subject to certain provisions mandatory in character with regard to convening special meetings of the Council on receiving a requisition signed by five Aldermen. The adjournment of a meeting of the Council at which a quorum is not present within the specified time is left in the hands of the Lord Mayor, and he is legally authorised chairman of all meetings of the Council or Committees of the Council, and he possesses a deliberative in addition to a second or casting vote, and signs the minutes of Council meetings as being a record of proceedings. For the purpose of doing any work upon or under any public way or whenever any public necessity may arise the Lord Mayor can prevent traffic through or along the same, and may take measures for the protection of the public from accidents. The written authority of the Lord Mayor is also necessary before the City Surveyor can enter upon premises for the purpose of ascertaining the existence of any forbidden work, such as cellars or openings in footways. The Lord Mayor and the Town Clerk sign a notice of the rate levied for publication in the *Gazette* and the daily newspapers, and the Lord Mayor is authorised to issue warrants to distrain for rates, a power which is not conferred by Statute upon any Lord Mayor or Mayor in England. The Lord Mayor may issue authority to officers of the Council to inspect premises in which he has reason to suspect that any cattle are kept contrary to the provisions of the Act, and also give authority to the City Health Officer to call in certain officers and constables to his aid in certain cases where necessary for the preservation of public health, and also authorise entry in unhealthy dwellings, and may cause required work in certain cases to be done in default.

The Lord Mayor and the City Treasurer sign all cheques, and the Lord Mayor and the Town Clerk sign all debentures, which are countersigned by the City Treasurer on being registered.

Under the City of Sydney Improvement Act, 1879, an Act which in many respects is diametrically opposed to the spirit of the age, the Lord Mayor is empowered to appoint a competent surveyor for the time being to fill any vacancies caused under certain circumstances. The Lord Mayor, the City Building Surveyor, the City Health Officer, and the Inspector of Nuisances are authorised, acting conjointly, to cause certain notices to be served where any rooms or buildings unfit for human habitation are let for hire or occupation, a power since superseded by the Public Health Act, 1902, under which notices of this character are signed by the Town Clerk. Powers of entry upon any premises for purposes of inspection are conferred upon the Lord Mayor or any person authorised by him, and similar powers are conferred upon the City Building Surveyor, the City Health Officer, and the Inspector of Nuisances.

Under the Public Health Act, 1902, the Lord Mayor may cause notices to be served requiring cleansing and disinfection of premises and of any articles therein likely to retain infection ; and to give authority in writing to officers of the Council to obtain samples of food and drugs for analysis.

The powers enumerated represent the statutory powers and authority conferred upon the Lord Mayor, and are submitted for the information of the Council, and to remove any misapprehension which may exist with regard thereto.

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### ELECTION OF LORD MAYOR BY THE CITIZENS.

At a meeting of the Council held in August last a motion was submitted to the following effect:—That in the opinion of the Municipal Council of the City of Sydney, the Lord Mayor of the City should be elected by the citizens, and that the City Solicitor be instructed to prepare an amending bill to provide for such elections in future, and that the City constitute one Ward for the purpose of such election.

A similar motion was considered and rejected by the Council in 1902 by a majority of nine to five. The principal—indeed, the only—argument seriously advanced in support of the proposed change was that for months before the election of a Lord Mayor became due, the members of the Council were subject to a constant canvassing as to how their votes were going to be recorded, and the replies given often caused considerable dissension. But it must be acknowledged that so long as members of the Council permit themselves to be canvassed for any office of profit or otherwise, whether the profit be by way of salary or by allowance, so long will members of the Council be subject to the inconvenience and annoyance which canvassing for office or appointment inevitably brings in its train. The remedy in relation to this cause of complaint lies entirely in the hands of the members of the Council. On the general question of canvassing for appointments in the gift of the Council I recommended in 1903 that the Council should pass a by-law to the effect that personal canvassing for appointments in the gift of the Council should be strictly prohibited, and would be deemed a disqualification. The By-laws Committee made a recommendation to the General Purposes Committee that such by-law should be adopted, but the General Purposes Committee rejected the proposal, and by vote then recorded it would appear that the Council approved personal canvassing for appointments.

When the proposal to elect the Lord Mayor by the citizens was before the Council in 1902, one of the principal arguments used against its suggested adoption was that if the citizens were allowed the privilege of directly electing the Lord Mayor they might just as reasonably expect to be asked to select the Speaker of the Legislative Assembly. The arguments used in 1902 were considerably amplified in 1904, and with greater force and effect. In England, under the powers conferred by the Municipal Corporations Act, 1882, the Lord Mayor or Mayor of any city or borough must be elected by the Council from among the Aldermen or Councillors or persons qualified to be such. But under the provisions of the Sydney Corporation Act no one is eligible for the position of Lord Mayor who has not in the first instance been duly and regularly elected a member of the City Council by the citizens comprising a legally constituted ward or electoral district as their representative, and by this act of election the Lord Mayoralty itself is inescapably an elective office. As was pertinently pointed out at the time the matter was under discussion, if the position of Lord Mayor was a nominee



position, or if for that or any other valid reason the occupant for the position was not immediately and directly responsible to the civic constituency, the demand for it to be constituted elective would be much more intelligible and reasonable for bringing the office into harmony with the recognised principles of governing institutions. But the fact that the Lord Mayor is elected, and elected *by* the citizens, *through* the representatives whom the citizens themselves elect, is indisputable, and cannot be logically controverted.

It was likewise argued that the Lord Mayor for the time being is nothing more nor less than the chairman of a meeting of the Council, and that the executive and administrative powers vested in the Lord Mayor by Act of Parliament are of the most meagre character and very restricted. On this point it must be admitted that the Lord Mayor is only an executive officer to a comparatively limited degree, the responsibility of his position being, as in England, rather that of chairman and spokesman of the Council and the recognised official representative of the City at public and social functions. In England, a Lord Mayor or Mayor may, from time to time, appoint an Alderman or Councillor to act as deputy Mayor during the illness or absence of the Lord Mayor or Mayor. In such cases the appointment must be signified to the Council in writing and be recorded in their minutes, and a deputy Mayor so appointed is authorised by Statute while acting as such to do all acts which the Lord Mayor or Mayor acting as such might do, except that he is not permitted to take the chair at a meeting of the Council unless specially appointed by the meeting to do so. But in Sydney, if the Lord Mayor is prevented from performing any duty imposed upon him by the Sydney Corporation Act, the members of the Council are required by the majority of their votes to appoint one of themselves to perform it. Under Section 50 of the Act the question naturally arises, how is a temporary vacancy, in consequence of absence from illness or otherwise, to be filled in the event of the Lord Mayor being elected directly by the citizens, instead of indirectly as at present? Again, it must not be forgotten that the Aldermen of the City of Sydney are elected under a franchise of the widest and most comprehensive known, and on the most liberal and democratic basis—a basis which in some respects actually upsets the sound time-honoured theory that taxation and representation should go together. But if the Aldermen, having been duly elected by the people under this agency, cannot be relied upon to select and appoint their own presiding officer as chairman of the Council, then, it was urged by those opposed to the suggestion of direct or popular election, that the Aldermen should not be returned to the Council at all. It was also pointed out that the idea of having a chairman of any deliberative body is only to keep the people comprising it under control. It is universally recognised that the principal agency in the control of a meeting is undoubtedly a good chairman, and it must be equally clear that those who comprise the meetings should elect him. If the Lord Mayor was appointed independently of the people, or if he was elected directly by the citizens as was suggested, his position would be an autocratic one entirely subversive of municipal government.

When in New Zealand in September last I made several enquiries with regard to the election of Mayor by the citizens, and the result of those enquiries has been to confirm my former predilections, as I never heard one single argument or saw the slightest reason to induce me to change the opinion I have always entertained on this matter. As I intimated in Wellington, when interviewed on the subject, a man may

be elected to the position of Lord Mayor and come into office with a particular form of policy in direct opposition to that of the rest of the Council, and in such a case it would be an absolute impossibility to get matters to run smoothly. According to experience the best system is where the Council as a body devises the policy and trusts its responsible officers to administer it, and if those officers are not competent to administer it to make such changes as may be necessary. This is the purpose for which they are elected, and I am sufficiently conservative to think that a better system cannot be devised, and that it is best to let well alone.

Under the system at present in operation in Sydney the Council are authorised by an Act of Parliament to elect the Lord Mayor from amongst their own number, and by this means it follows that the inviolable principle of popular election is fully maintained, seeing that the Aldermen who elect the Lord Mayor are themselves elected as the direct representatives of the people. It is therefore the people electing their Lord Mayor through their elected representatives whom they have chosen to discharge that and other duties, instead of directly—a distinction without any perceptible difference, by different steps, but with the same result. If the suggested scheme of popular election is carried to its logical conclusion the question may well be asked, why should the Speaker or the Premier not be elected directly by the people voting as one constituency or electorate?

It may be, however, that the suggestion is one which commends itself to democracy and is in accord with popular opinion. According to Thomas Carlyle, democracy is by the nature of it a self-cancelling business, and gives in the long run a net result of zero, whilst he describes popular opinion as the greatest lie in the world. Without expressing any opinion on these sentiments and admitting that change is inevitable in a presumably progressive country, there are changes which are for the worse, and it seems to me, on consideration of the whole matter, viewed from every possible standpoint, that the suggested change would not be for the better, and that if any evils do exist in connection with the present system, which is not admitted by any means, "it is better to bear the ills we have than fly to others we know not of."

On a vote being taken the motion was rejected by fourteen votes to four.

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### DEPUTATIONS FROM COUNCIL.

The Council, by deputation, waited upon the Hon. B. R. Wise, M.L.C., Attorney-General and Acting State Premier, and subsequently upon the Cabinet, with reference to new thoroughfares and lanes in the vicinity of the New Central Railway Station. The Council, also by deputation, waited upon the Hon. T. Waddell, M.L.A., State Premier and Treasurer, in the matter of the pollution of the Catchment Area, and in support of the action taken by the Metropolitan Board of Water Supply and Sewerage to obtain control of the surface of the Catchment Area so that proper regulations could be made and enforced. Subsequently the Council, by deputation, waited upon the State Premier

and Treasurer, the Hon. J. H. Carruthers, M.L.A., in relation to the introduction of the Sydney Corporation (Amending) Bill, as revised up to date, the Housing of the Working Classes Bill, the Municipal Control of Public Abattoirs, the Municipal Control of Public Parks, the Municipal Control of the Rocks Resumption Area, the introduction of a Smoke Nuisance Prevention Bill, and the question of better security of tenure of the baths at Woolloomooloo known as "Farmer's Baths," held by the Council as tenants under the Lands Department.

One deputation waited upon the Minister for Works, the Hon. Walter Bennett, M.L.A., in the matter of the proposal made by the Public Works Department to close Devonshire Street.

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### DEPUTATIONS TO THE LORD MAYOR.

The record of the past year shows no appreciable diminution in the number of deputations which have waited upon the Lord Mayor in relation to subjects appertaining to municipal administration, or in respect of matters coming under the purview of the Council. The deputations, which invariably comprise a number of influential and representative citizens interested in the subject matter, included, amongst others, the following:—Deputations from the Sydney Unemployed with regard to providing employment and also protesting against the employment of those who were not resident ratepayers of the City; deputation from the Sydney Liedertafel, Sydney Amateur Orchestral Society, and Sydney Philharmonic Society, with reference to the terms of hiring the Town Hall; deputation representing the Operative Stonemasons' Society with regard to the rate of wages ruling for stonemasons in the employ of the City Council; deputation representing the Royal Agricultural Society with reference to the road approaching the Society's grounds at Moore Park being extended; deputations of Tradesmen and Shopkeepers with regard to the exposure of goods upon public footways; deputation representing the Cabmen and Vanmen's Union with regard to sanding woodblocked streets after rain; deputation from the Redfern Municipal Council with regard to a nuisance alleged to arise from the Destructor at Moore Park; deputation representing Lamplighters and others in the service of the Australian Gas-Light Company, asking for preferential employment consequent on the establishment of the Electricity Supply Undertaking; deputation of Certificated Engineers with reference to the appointments to be made in connection with the Electricity Supply Department being filled by persons holding engineers' certificates similar to those held by engineers on steamers; deputation representing the Amalgamated Engineers' Association urging that certificated engineers only should be appointed as engine-drivers in connection with the Electricity Supply Department; deputation representing residents of Belmore Park with regard to the restoration of Belmore Park to the control of the City Council; deputation from the Highland Society of New South Wales with regard to the Council's decision to invite tenders for the hire of the Town Hall; deputation representing Chinese Stallholders in Belmore Markets with regard to accommodation being

provided for them in the Markets; deputation representing the New South Wales State Military Band submitting a scheme for supplying music to the citizens of Sydney; deputation representing the Glebe Municipal Council with reference to the proposed lighting of the municipal area of the Glebe by electricity; deputation representing the Market Gardeners and Fruit Growers, Australian and Asiatic, and the Buyers and Sellers interested in Belmore Markets, with regard to the necessity for providing improved market accommodation, and protesting against the retention of the present markets; deputation representing Wine Merchants, Brewers, etc., with regard to enforcement of by-laws with regard to lowering casks, etc., thereby causing obstruction to pedestrian traffic; deputation representing the Homebush Selling Agents with reference to certain matters affecting the Flemington Sale Yards; deputation representing the Homebush Selling Agents with regard to the erection of Horse Sale Yards; deputation representing certain Stock and Station Agents with regard to the retention of the Camperdown Horse Sale Yards; deputation representing residents in the Boroughs of Alexandria and Waterloo with reference to the agistment of stock on Moore Park; deputation representing property owners and residents in Oxford Street with regard to the dust nuisance in Oxford Street; deputation of members of the Council of the New South Wales Zoological Society with regard to the terms and conditions of lease of area in Moore Park; deputation of tradesmen and shopkeepers in King Street with regard to inconvenience and annoyance caused by street excavations; deputations of tradesmen and tenants having places of business in the vicinity of Belmore Markets with regard to the retention of the Markets upon the present site; and a deputation representing the Commercial Travellers' Association to express their appreciation of the condition of the City streets, etc.

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#### DEPUTATIONS—THE SYDNEY UNEMPLOYED, No. 1.

A deputation representing the Sydney Unemployed, introduced by Alderman Kelly, M.L.A., interviewed the Lord Mayor in January last year, and requested that employment of some nature should be found for them to relieve the distressing conditions under which they were suffering. It was stated on behalf of the deputation that they represented a large number who were able and willing to work if it was possible for that work to be made available for them. As it appeared to the unemployed in the City there was a considerable amount of work being carried out under the authority and direction of the City Council, and the unemployed resident in the City considered that they had as much right to employment as those who might come from other States. It had been stated that men had been employed on the temporary works connected with the excavations for laying the electric light cables who had not been very long in the City, and if such was the case the deputation considered it was a gross injustice to the unemployed in the City, seeing that large numbers of them had wives and families to maintain, and owing to Government public works being stopped at the present time owing to want of sufficient funds, the deputation thought that they, and those whom they represented, had every right



to participate in some of the work then going on under the Council's auspices. Furthermore, the deputation alleged that there was a widespread dissatisfaction among a very considerable portion of the community with regard to the Council's action in allowing the power to go from the hands of the Aldermen in connection with the work for the electric lighting undertaking, and it was thought that the old system of making appointments as regards labour should again be reverted to, and the authority now vested in certain officers of the Council taken from those officers and vested in the hands of a Committee working on the lines of the Staff and Labour Committee which formerly existed. On this last matter unanimity did not appear to prevail amongst a number of those present.

The Lord Mayor, in reply, stated that the City Council had but one desire, and that desire was paramount, namely, to give employment to men who wanted work, and every opportunity that the Council could avail itself of in doing legitimate work for the improvement of the City and the benefit of the citizens was taken advantage of with the utmost avidity. In the early part of the year a minute had been submitted to the Council suggesting among other things the necessity of at once obtaining a report from the City Surveyor, as the officer most directly interested, with regard to the advisability of expending some surplus money of an unexpended loan in additional woodblocking of streets in the City. This report had been furnished, and the Council had approved of the work, which would be done by contract, seeing considerable skilled labour was necessary, and the carrying out of this work would necessitate the employment of a large number of men. That was one avenue for employment which the Council had provided. In addition, sundry works that had lapsed last year were being proceeded with, and these works would involve the expenditure of a considerable sum in wages. Quite recently three gangs of men had been put on in connection with the electric lighting trenching and cable labour. These gangs were all working on the day-labour system under the direct control of the Council, and were quite distinct from the men employed by the contractors in laying the cables, but indirectly the Council also provided that work, seeing that the contract was let by the Council. At that time the Council was paying wages at the rate of £1,710 each week, and during the preceding twelve months the City Council had expended nearly £2000 per week in wages alone, exclusive of money paid to contractors, a considerable proportion of which was expended in wages. It would therefore be seen that approximately £100,000 per annum was expended by the Council in wages alone out of the very limited income which the Council has at its disposal. Furthermore, in addition to expending the sum named in wages each week, seeing that the Council has to find all material, there is a charge upon the City revenue much higher than the actual wages sheet shows. In order to expedite the work of laying the electric lighting cables throughout the City, three separate gangs, each consisting of twenty-five men, had been appointed. The Town Clerk and the Electrical Engineer had just had a conference, and from the report furnished to him it appeared that the Electrical Engineer would in all probability in less than a week, or possibly a little longer, require another two gangs to proceed with the cable reticulation, and this would mean employment for an additional fifty men. More could not be employed economically

and efficiently, as the work could not be proceeded with unless the material required was available, and the requirements of public convenience would not permit of the streets being opened and excavations made too far in advance. The work was progressing as fast as the Electric Lighting Committee and the Council could make it, and employment was given to as many men as it could be given to, and with the prospect of almost immediately employing another fifty, it must be apparent to the deputation that the City Council had no desire to hold back work from men who required it. As unemployed men they—the deputation and those whom they represented—had a right to apply in accordance with the terms and conditions of the advertisement when it appeared; but it was only right to tell them that skilled and experienced men in the particular class of work would be appointed in preference to those who were unskilled, that is to say, a workman experienced in rockchopping would be preferred to an ordinary labourer without experience in that kind of work. As had already been referred to by the deputation, the Council had decided by resolution to leave the appointment of these men in the hands of the Electrical Engineer and the Town Clerk, so that the responsible officers can have no cause for complaint if unskilled labour is appointed. The Electrical Engineer is held responsible for the work; and other responsible officers charged with similar responsibility having stated that responsibility entailed a voice in the selection of suitable and competent men, the Council, in recognition and justification of the claim, had passed a resolution declaring in effect that the responsibility should rest upon the officers charged with the execution of the work, and that in future there should be no interference on the part of the Aldermen or the Lord Mayor. In conclusion, the Lord Mayor intimated that he was quite satisfied with the *bona fides* of the men, and if opportunity arose whereby it would be in the power of the City Council to provide them with work, he gave them his assurance that they would not be long out of employment.

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#### DEPUTATIONS—MUSICAL SOCIETIES, HIRE OF TOWN HALL.

A deputation representing the Sydney Liedertafel, the Sydney Amateur Orchestral Society, and the Sydney Philharmonic Society waited upon the Lord Mayor in January last with reference to the terms upon which the Societies named respectively hire the Town Hall, and asking for a reconsideration of the terms which had been decided upon.

It appeared that in 1898 the same Societies applied for a concession in rental on the ground that the Society did not use the Hall for personal profit, and because their concerts possessed and exercised a refining and elevating influence, and upon consideration of their request the Societies were allowed on all nights except Saturdays and public holidays a reduction of two-fifths. This arrangement does not appear to have been submitted to the Council, neither does there appear to be any minute or resolution of the Council giving authority or sanction to the reduced scale of charges. In view of this statement as to former conditions in relation to which there was no record, and more especially as the Government Auditors are very properly becoming more and more exacting in their enquiries for the authority of the Council being given to

any departures from any recognised scale of lettings or charges, in reconsidering the scale of lettings, determined that no concession other than that given to other ordinary hirers where a prescribed number of consecutive lettings was booked should be made to the Societies named.

The Lord Mayor, in reply, stated that the representations made by the deputation would receive due consideration and would be referred to the Finance Committee in due course.

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### DEPUTATIONS—STONEMASONS' WAGES.

The rate of wages ruling for stonemasons in the employ of the City Council formed the subject of an interview between a deputation representing the Operative Stonemasons' Society, a Society registered under the Trade Union Act, 1881, and the Industrial Arbitration Act, 1901, and the Lord Mayor, in February last year.

The deputation alleged that the Council was perpetrating an injustice to the Operative Stonemasons' Society of the State in paying members of the Society in the employ of the Council wages under the standard received by other members, namely, 1s 4½d per hour, or eleven shillings per day of eight hours. In support of this contention it was urged that it was well known that the Council's specifications for contracts contained and insisted upon a union rate of wages being paid; and the deputation, in fairness to its Society's members, expected the same treatment from the Council as from the contractors in carrying out work under the Council's regulations.

Questioned by the Lord Mayor as to whether a workman who takes up flags and puts them down again in the street would be considered a mason or a flagsetter, the deputation stated that such a workman would be considered a mason, and to call him a flagsetter was only a quibble, and he would be entitled to the same wages as a mason. Furthermore the deputation claimed that laying flags required the same skill as mason work—such as cutting a column or dressing stones for fronts of buildings—if jointing were necessary.

The Lord Mayor, in reply, stated that he had heard sufficient from the deputation to induce him to refer the matter to the Committee interested. He had no desire, nor indeed had the Council, or any member of the Council, or the officers of the Council, any desire to underpay any skilled workman of any kind. The standard wage as paid to masons would be recognised and paid when those in the Council's employ were engaged in doing masons' work, and there was no desire to reduce that standard in any way. The request of the deputation, however, also raised the important question of degree, a question which the Council could not ignore, and he promised to send this question to the Electric Lighting Committee as the Committee immediately interested at that juncture, and from whom the question would receive every consideration. At the same time the Lord Mayor intimated that he could not help pointing out that there must be degrees of difference between cubesetters and masons, and if the rate of pay of the cubesetter were raised to that of the mason there was no guarantee that the masons would not apply for a further advance in the rates of pay.

The Electric Lighting Committee, on considering the question of men employed by the Council replacing paving, kerbing, etc., in connection with the laying of cables for electric lighting purposes, and the reinstatement of the footways, decided that the contention of the Operative Stonemasons' Society that such men should be paid masons' wages is not reasonable, as the work upon which the men were engaged was not considered masons' work; and they made a report to the Council accordingly, which report was adopted in due course.

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#### DEPUTATIONS—ROYAL AGRICULTURAL SOCIETY'S GROUNDS.

In February last a deputation representing the Royal Agricultural Society waited upon the Lord Mayor with reference to the road approaching the Society's grounds at Moore Park being extended. The deputation emphasised the advantages which would accrue to the general public by an extension of about two hundred yards being made, and they requested the Lord Mayor to take such steps as might be necessary, conformably to the regulations of the Council, to have the request complied with, seeing that the Agricultural Society were large ratepayers. The Lord Mayor, in reply, stated that the matter referred to would be laid before the Works Committee at the earliest opportunity.

The Committee subsequently decided to widen and improve the roadway at a cost of £110, and the recommendation with regard thereto was approved and adopted by the Council.

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#### DEPUTATIONS—GOODS ON FOOTWAYS, No. 1.

In February last a deputation of tradesmen representing a large number of shopkeepers who had been in the habit of exposing portions of their goods upon the public footways of the streets waited upon the Lord Mayor to urge that any contemplated action might be stayed, and that they might be permitted to encroach upon the footpath to the same extent as heretofore, seeing that no public inconvenience was occasioned thereby.

The Lord Mayor, in reply, stated that having regard to the subject matter of the interview, the Town Clerk had called for a report from the City Health Officer, as head of the department responsible for issuing notices and taking proceedings in respect of nuisances and breaches of the by-laws. The City Health Officer had reported that the custom prevalent among a number of Sydney shopkeepers of exposing goods upon the footways of the public streets was tending to increase, and had given rise to several complaints from citizens. The practice was one which was in contravention of the Council's by-laws, and the City Health Officer remarked that in certain narrow streets of the City it was most objectionable. Repeated warnings had been given from time to time to offending shopkeepers by officers of the department, and during the preceding six months nine prosecutions had been undertaken against



persons who had continued to offend after repeated warnings. The City Health Officer was of opinion that no hardship was inflicted on shopkeepers in enforcing their compliance with the by-laws, neither did he think there would be any serious objection to such a course on their part if action were taken simultaneously throughout the City so that no particular district would appear to be specially favoured in the matter. Warnings had been issued verbally by the inspecting staff to all shopkeepers offending against the by-law, and with a view to the future prosecution of continuing offenders. The City Health Officer had also given personal attention to the question, and it appeared to him that any shopkeeper who wished to exhibit his wares outside his premises might, of course, do so by setting back his shop windows from the building line, and he would then be able to avail himself of the space so gained without encroaching upon the footpath. But he, at the same time, thought that probably shopkeepers would be glad enough to avoid the exposure and consequent deterioration of their goods if the by-law is universally and firmly enforced, a course which he strongly recommended. On receipt of this report the Town Clerk instructed the City Health Officer that the issuing of verbal notices was to be discontinued, and that one notice prior to proceedings must be served upon any offender; and further, to suggest to tradesmen the desirability of setting back their shop window so as to enable them still to exhibit their goods should they deem it desirable, and at the same time comply with the law, which was obligatory in its provisions. Having regard to the decision of the Council upon the matter, and the report of the City Health Officer, the Lord Mayor, while expressing his sympathy with the deputation and the tradesmen whom they represented, regretted that he was not in a position to comply with their request, and he had no power or authority to justify him in overriding the law or acting in direct opposition to the Council.

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#### DEPUTATIONS—SANDING WOODBLOCKED STREETS.

In February last year a deputation representing the Cabmen and Vanmen's Unions, introduced by Alderman Kelly, M.L.A., Alderman Richards, and Alderman Mackey, waited upon the Lord Mayor with regard to the urgent necessity which existed for sanding woodblocked streets after rain. The deputation directed attention to the fact that two deputations had waited upon the Lord Mayor during the preceding year, as the result of which a considerable improvement had prevailed for some time; but recently there had been a recurrence of the old cause of complaint, horses being injured, and a source of danger to life and limb being created. This danger, the deputation considered, could be easily avoided by providing that a more liberal supply of sand should be put on the roadways and thus prevent animals slipping. It was also suggested that the woodblocked streets of the City, especially those subject to vehicular traffic, should be tarred and gravelled, or a coating of sand distributed over them so as to afford a good and secure foothold for horses. Attention was also directed by the deputation to the sandbins in use in the streets, and it was urged that sandbins should be provided in Hunter Street, Pitt Street, and Brickfield Hill, the cabmen themselves

undertaking, if sand is placed in sufficient quantities in these bins, to spread the sand in the vicinity immediately after a fall of rain or after the streets have been watered, should such watering appear excessive.

The Lord Mayor, in reply, stated that he fully sympathised with the representations which had been made, but at the same time shopkeepers complained very strongly if sand was placed on the streets immediately after being watered. At the same time the Lord Mayor intimated that every possible effort would be made to minimise the trouble, and he fully recognised that sandbins in the streets would be a great convenience, especially after a drizzling rain. With a view to furnishing information to the deputation in relation to sandbins, and the action taken as a result of their previous visits, he had been supplied with a report, from which it appeared that upright bins were being used at the undermentioned places for sandbins, namely: York Street near Erskine Street, Wynyard Street, George Street (2), Moore Street, Liverpool Street (2), Hunter Street (2), and Regent Street (2). In addition to those named, instructions had been given to fill up and use for the purpose of sandbins the bins standing at the undermentioned places, namely: York Street (2), King Street near Clarence Street, George Street (5), Darlinghurst Road at Oxford Street, Palmer Street at Oxford Street, Riley Street near Oxford Street, Oxford Square and Kent Street (5); and instructions had also been given for the erection of twelve additional upright bins in George Street, between Bathurst Street and Pitt Street, which would enable the blockboys to sand the blocks on Brickfield Hill and Christchurch Hill when necessary.

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#### DEPUTATIONS—NUISANCE FROM REFUSE DESTRUCTOR.

A deputation from the Redfern Municipal Council waited upon the Lord Mayor in February last with the object of making representations as to the practicability of some steps being taken to prevent an alleged nuisance which, it was stated, is caused by smoke and unpleasant odours emanating from the Refuse Destructor at Moore Park. The deputation, in support of the allegation that the nuisance existed, urged that measures should be immediately taken to minimise the nuisance, in the first instance by lengthening the chimney-stack, which it was believed would do away with the nuisance to a great extent, the lengthening suggested being thirty or forty feet. Statements were also made by the deputation that numerous complaints were received by the Redfern Council with regard to the route taken by the carts conveying refuse to the Destructor, and they asked that the route should be changed.

The Lord Mayor, in reply, stated that the City Council would always be pleased to co-operate with the Redfern Council. The chimney-stack to which particular attention had been directed was one hundred and sixty feet high, or eighty-five feet higher than the chimney-stack of the Annandale Refuse Destructor, and there were no complaints received from Annandale, where the chimney-stack was not so high, but he would obtain reports from the responsible officers on the two points mentioned by the deputation.

## DEPUTATIONS—PREFERENCE TO SYDNEY UNEMPLOYED.

In February last year a deputation of unemployed, introduced by Alderman Barlow, waited upon the Lord Mayor in regard to the intervention of his Lordship in remedying an alleged grievance in relation to the appointment of workmen when required by the Council, the allegation being that men resident outside the City boundaries ought not to be appointed to the detriment of the unemployed resident in the City. The deputation, in support of the allegation, emphasised the unfairness of giving work to the unemployed resident beyond the City limits, and contended that those resident in the City and who paid municipal rates ought in all justice to receive the preference when work was available. Certain members of the deputation also alleged that they were acquainted with instances where non-residents had been given preference, and it was suggested that, with a view to ascertaining the accuracy of statements made by applicants as to their residence, they ought to be called upon to produce their elector's rights or landlord's receipts for rent.

The Lord Mayor, in reply, explained the method under which appointments were made when vacancies in the labouring staff occurred and when additional workmen were required, namely, that all labour should be advertised for through the public press, and that the head of the department requiring the labour selects such applicants as may to him appear most suitable, subject to the confirming approval of the Town Clerk as the final authority, and he was assured that this course had been followed throughout; and although the officers in discharging the responsible duties committed to them felt it to be their **primary** duty to get the best value possible for the money paid in matters pertaining to the appointment of labour, as in other things, the officers had invariably given the preference to residents within the City, all other things being equal. With regard to skilled labour, he had been informed by the Town Clerk and the Resident Electrical Engineer that their experience hitherto clearly showed that if residents of the City were to be the only persons eligible for appointments in the Corporation service, such a regulation would not only be highly detrimental, but could not be carried out. The Town Clerk and the Resident Electrical Engineer had also reported that since the appointments in respect of labour had been entrusted by the Council to the responsible departmental heads, the policy which has invariably regulated the selection of workmen has been to select the best men on their merits and qualifications for the particular work required, irrespective of any residential qualification whatever, but giving preference to residents within the City when all other things are equal. With regard to the instances submitted where it was alleged non-residents had been given preference, it was admitted that this was so in relation to skilled labour, and also with regard to carters, it being exceedingly difficult at times to obtain the full number of carts required without going outside the City boundaries. The Lord Mayor, however, assured the deputation that he felt satisfied the officers desired to assist the residents of the City in obtaining work, and where it could be given without detriment to the interests of the City, the deputation might rest satisfied that, all other things being equal, preference would undoubtedly be given to those applicants who were resident within the City.

## DEPUTATIONS—SUBDIVISION OF SURPLUS GOVERNMENT LANDS.

In accordance with a resolution of the General Purposes Committee, the Lord Mayor, accompanied by the Town Clerk, waited upon the Hon. E. W. O'Sullivan, M.L.A., Minister for Works, in order to communicate a resolution of the General Purposes Committee embodying an expression of opinion that it was desirable to urge upon the Government the necessity for complying with the provisions of Section 14 of the City of Sydney Improvement Act, and Section 76 of the Sydney Corporation Act, and that the State Government should be requested to submit plans and sections in accordance with the requirements of the Acts quoted, otherwise the Council would have to enter their protest against the sale of the surplus lands as advertised. The views of the Council in relation to the proposed subdivision of the lands advertised for sale in the vicinity of the Railway Station, and the importance of the matter of a re-arrangement of streets and lanes in one particular section, were laid before the Minister, and reference was also made to the recited Acts of Parliament and the sections directly or indirectly affecting the points at issue. The Minister for Works, while admitting the importance of the questions raised by the Council, explained the action of the Government in adopting the plan of subdivision to which exception had been taken. In accordance, however, with a request preferred by the Lord Mayor on behalf of the Council, he promised to place himself in immediate communication with the Attorney-General and Acting Premier with a view to making arrangements for a special meeting of the Cabinet to consider the propositions advanced on behalf of the Council, and a meeting of the Cabinet was arranged accordingly, the Lord Mayor and the Town Clerk being present by invitation.

On attending before the Cabinet the Lord Mayor made certain representations on behalf of the City Council with a view to re-arranging one particular section of the subdivision, whereby a lane which was shown on the plan as ten feet wide only should be widened to the statutory width of twenty feet, and the lane of twenty feet shown as terminating in what would if carried out as designed undoubtedly prove to be a *cul-de-sac* of a most objectionable character, should be carried right through to Rawson Place, either directly or in such a manner as would be effectual in removing the objectionable features of the original plan without sacrificing valuable property. The sections of the Acts were also quoted in support of the views entertained by the Council as follows:—Section 14 of the City of Sydney Improvement Act: "It shall not be lawful for any person to lay out or dispose of, or cause to be laid out or disposed of, any land for building purposes on which it is proposed to open any road, street, lane, or alley, without first submitting a plan showing the proposed disposition of such land and setting forth the width and direction of such road, street, lane, or alley, and a sketch showing the proposed drainage of such land to and obtaining the approval thereto of the City Council, subject to appeal from their decision under the provisions of the eighth section of this Act. And any person who shall act in contravention of the provisions herein contained shall be liable to a penalty not exceeding fifty pounds. Provided that if no disapproval be expressed in writing by the City Council within seven days after such plan shall have been submitted, the intended disposition of the land may be proceeded with." Section 76 of the Sydney Corporation Act, 1902,



reads as follows : " No street, lane, or alley shall be formed within the City unless such street be of the width of sixty-six feet at least, and such lane or alley of the width of twenty feet at least in every part thereof, respectively, to be ascertained by measuring at right angles to the course thereof from the building line on each side of the street, lane, or alley. Every such lane or alley shall have one or more entrances thereto of the same width as the lane, and one of such entrances at the least shall be uncovered. Every street, lane, or alley shall be formed in all respects according to regulations in that behalf and any by-laws duly made under the authority of this Act."

It was argued that the Government, as representing the Crown, could not be compelled to comply with the provisions of the Acts mentioned ; but, as the Lord Mayor properly pointed out, it was for the Government, as representing the Crown, to set a good example, and although technically the Government might be in a position to sustain the claim, that as representing the Crown the Government was exempt from the operation of the law, it nevertheless devolved upon the Government to keep the provisions of the law, there being undoubtedly a moral obligation upon the Government which could not be evaded, and if the Government manifested a disposition to evade the requirements of the law by taking advantage of a technicality under which the Crown was exempt, such a course would seriously embarrass the Council in their endeavours to enforce the law in the case of private citizens, and progress and improvement in the City would be very materially retarded.

The Attorney-General and Acting Premier, the Hon. B. R. Wise, M.L.C., promised that the Cabinet would take the matter into their most serious consideration, and that the views of the City Council, as submitted on behalf of the Council, would receive that attention to which they were entitled, and that the Council might rest assured that if at all possible, without entailing great sacrifice of valuable land, the representations of the Council could be met by the Cabinet, such a course would be followed, but in any event some modification of the subdivision would certainly be made so as to get rid of the most objectionable features to which the attention of the Cabinet had been drawn.

At a subsequent stage the Acting Premier informed the Lord Mayor and the Town Clerk that the Cabinet had resolved that the ten feet lane should be widened to twenty feet, and the lane of twenty feet should be carried through to Rawson Place, instead of terminating in an objectionable *cul-de-sac*.

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## DEPUTATIONS—GOODS ON FOOTWAYS, No. 2.

In May last a deputation of tradesmen and shopkeepers affected by the provisions of the by-law prohibiting the exposure of goods upon the footways waited upon the Lord Mayor, and in accordance with a resolution adopted at a meeting of shopkeepers, preferred a request that permission might be accorded to them to exhibit goods on the footways within certain limits and subject to certain restrictions, the suggestion being that goods might be exhibited to an extent not exceeding nine inches from the building line of the premises, that being the limit which had been

agreed upon under a regulation previously in force. The deputation urged that compliance with their request was really necessary to enable them to meet the requirements of their trade, and they likewise made complaint that the prosecutions which had been instituted were not conducted indiscriminately, but that it appeared favouritism was exhibited by the officers responsible, particularly where projecting showcases were exhibited.

The Lord Mayor, in reply, stated that while he sympathised with them in their request, and fully appreciated the reasoning which prompted them to make the request, he had not the authority necessary to grant what they asked for, as the action which had been taken was taken under the authority of a by-law which was mandatory in its provisions. The by-law was as follows, namely: "No person shall expose for sale or exhibit any goods or merchandise upon the footway or carriageway of any street in the City." At the same time the matter would again come before the Council for consideration, a notice of motion having been given that the by-law referred to should be rescinded. Apart, however, from the question of rescinding or enforcing the by-law, the City Solicitor was of opinion that the Council had no right to sanction or authorise any action on the part of tradesmen which would permit of any encroachment upon the public footways. With regard to the allegation or suggestion that the officers of the Council were not acting properly in the discharge of their duties and were not treating all parties alike, this was a serious charge, and in order that it might be properly investigated he must ask for more definite and tangible evidence than that contained in a merely general accusation. He had been assured by the Council's officers that notices had been served and indiscriminate action taken in every part of the City where the by-law was not being observed. It might be, however, that discrimination in prosecutions was apparent to those not fully seized of the facts, and enquiries on this point have elicited the fact that in many instances shopkeepers, whilst exposing goods on the footpath, do not encroach over the building line, consequently there was no offence, as in such cases the tradesmen would not come within the operation of the by-law prohibiting the display of goods on the footpath. Again, it had been urged that apparent favouritism existed in the matter of projecting showcases. The by-law regulating showcases read as follows: "No person shall attach, fix, suspend, or place, or cause to be attached, fixed, suspended, or placed, anything whatsoever above or upon the footway or carriageway of any street in the City which may interfere with the traffic thereon, or be a source of danger or annoyance to any person using such street." The deputation, on comparing the by-laws, would see that they were quite distinct. In the one case the exposure of goods on the footpaths is absolutely prohibited. In the other there must be interference with the traffic, or the articles or other things suspended or fixed above or upon the footway or carriageway of any street must constitute and be an actual source of danger or annoyance to any person using the street, and unless there was such interference, or danger or annoyance, the Council could not interfere, as there was no breach of the by-law. In conclusion, the Lord Mayor promised the deputation that the subject matter of their complaint should receive every consideration, but that having regard to the provisions of the by-law and the expressed opinion of the City Solicitor, he was inclined to think that no assistance could be given to them as regards permission to exhibit their goods on the footways.

## DEPUTATIONS—CLOSING OF DEVONSHIRE STREET.

In May last a letter was received from the Public Works Department stating that in connection with the construction of the Central Railway Station it was intended to close Devonshire Street, from Pitt Street to the entrance to the Railway Goods Shed, after 13th June, 1904, and that it was intended to make provision for traffic by a single line of rail, and that foot traffic would be allowed along the footpath on the southern side until further notice. In view of the public inconvenience which would be occasioned by closing Devonshire Street, it was decided that a deputation from the Council should wait upon the Hon. Walter Bennett, M.L.A., the Minister for Works, in order that the facts in relation to public inconvenience might be laid before him. In reply to the request that he would receive a deputation on the subject, the Minister for Works intimated by letter dated 20th June that as it was absolutely necessary to close Devonshire Street in connection with the work of constructing the Central Railway Station, he felt that no good purpose could be served by the representatives of the Council interviewing him on the subject as desired by the Council. Subsequently, however, after a personal interview with the Lord Mayor, the Minister agreed to receive the deputation, which accordingly waited upon him in July last.

The deputation requested that the Government should not carry out its intention to close Devonshire Street to vehicular traffic, as was proposed in connection with the City Railway extension scheme. The street was a main artery from Surry Hills to George Street West, and while the deputation recognised the concession made to foot passengers in the announcement that a footway would be allowed along Devonshire Street until further notice, they at the same time felt obliged in the public interest to point out the inconvenience which would ultimately ensue on the street being closed to traffic. If the thoroughfare was closed as proposed, it would result in the vehicular traffic being diverted a long way round, and no means would be provided for easy communication for vehicles from Surry Hills reaching the new Railway Station, and the deputation therefore asked that the whole question should be reconsidered with a view to a modification of the scheme so that the street might be left open.

The Minister for Works, in reply, stated that the matter had been fully considered by his predecessor, and that the determination to close Devonshire Street had not been arrived at until after very mature deliberation. Indeed, he had been informed that it was a physical impossibility to have a street constructed to meet the requirements of the deputation, as the approach on either side would be very steep and would necessarily interfere with the other streets. The subject had been fully inquired into by the officers of the Department, and the Under Secretary for Works had pointed out that for three chains on each side of the approach the gradients would need to be one in ten. The facilities for approaching the Railway Station had been greatly improved, but the Chief Railway Commissioner had intimated that compliance with the request made by the deputation was out of the question. The subject, however, was of an engineering character, and if any possible alternative of a workable nature could be found he would be prepared to adopt it. He promised to further communicate with the Railway Commissioners and reserve his definite answer pending such communication.



## DEPUTATIONS—POLLUTION OF THE CATCHMENT AREA.

In accordance with a resolution of the City Council, and of the conference of municipal representatives, convened to consider the important question of the pollution of the Catchment Area, a deputation waited upon the Hon. T. Waddell, M.L.A., State Premier, with reference to the area being under the control of the Metropolitan Board of Water Supply and Sewerage, and to ask that the Premier would take the matter into consideration with a view to steps being taken to prevent the pollution of the area which was of such vital interest to the City of Sydney and the suburban metropolitan area, and municipal boroughs and districts adjacent. The Minister for Mines was present, but took no part in the interview.

The deputation, through the Lord Mayor, stated that the attitude of the Lands and Mines Departments towards the Metropolitan Board of Water Supply and Sewerage with reference to the control of the Catchment Area had culminated in a situation which should be sufficient to arouse the serious attention of the ratepayers, and being alive to the danger which might arise in certain eventualities, the Council had decided to make representations on the matter to the Premier. The Board had, it appeared, from information furnished to the City Council, for many years past been striving to keep the area free from occupation and trespass of persons and cattle respectively in order to maintain the water supply of the metropolis free from pollution, which it would be apparent to the most casual observer must naturally follow any occupation of the surface; but notwithstanding their efforts in this direction their repeated urgent requests, which were also fully endorsed by the Royal Commission of 1902 on the Sydney water supply, have not been complied with by the Lands Department, and in the case of the Mines Department they have been practically ignored, the result being that the Board, after satisfying themselves by a personal inspection of the locality, decided unanimously to take a determined stand in the matter, and on behalf of the ratepayers insist upon full control of the surface being vested in them absolutely, and the City Council and the metropolitan boroughs and other municipalities interested in and affected by the water supply considered their request reasonable, and one which ought to be strongly supported.

It appeared from the statement made by the Lord Mayor on documentary evidence furnished by the Water and Sewerage Board that when the area was originally chosen by the first Royal Commission in 1869 as a gathering ground for water there was comparatively little settlement upon it; a few adventurous "free selectors" had made their way to the swampy ground at the source of the Cordeaux and Cataract Rivers, but it was thought that they would find little reward for their labours in those localities, and would probably be glad to be bought out. But even if they remained it was considered that their operations could make no sensible difference in the purity of the water. The unoccupied land was, however, recommended to be reserved. Nothing in this direction was done until 1880, when the area was proclaimed a water reserve.

By this time very considerable alienations had taken place at the head of the various rivers and creeks, numerous mining leases had been granted, land had been cleared, and a thriving settlement had sprung into existence, until at the present day there are two hundred and ten dwellings, seventy-nine registered dairies, seven schools, two butter factories, four cemeteries, three sawmills, two churches, four dams, two



air shafts, and one diamond field. The population amounts to one thousand and twenty persons, in addition to a number of animals of various kinds, there being six thousand four hundred and ninety-five animals, eight hundred and forty-three of which are pigs. The Board found during their several inspections that notwithstanding all their efforts the conditions under which the people were living were very unsatisfactory, and that the risk of pollution of the waters was very great, and had a tendency to increase. Indeed, in the case of two butter factories and several farms the state of affairs there existing, the Board considered, was positively alarming, and prompt measures were of course taken to abate the nuisances and prevent their recurrence.

At the reservoir for the supply of Wollongong, at the head of the Cordeaux River, the overflow from which also feeds the streams for the water supply of Sydney, there are two farms on which the dwellings, together with the outhouses, cow yards, dairies, pig runs, fowlhouses, etc., are situated within a few yards of the impounded water. No attempt had been made to keep these premises even moderately clean, and there was abundant evidence that this neglect had continued for a considerable time. It was clear to the Board therefore, from personal observation, that during rainstorms the whole of the drainage and accumulated filth must inevitably be swept directly into the reservoir, to the consequent detriment of the water supply.

An instance of the danger of pollution from shafts in connection with mining operations was afforded at the sinking of an air shaft for the Mount Keira Colliery, at the head of Goondarrin Creek, where twenty-five men are employed. The shaft is only a few yards from the creek. No provision was made to filter the water raised from it before discharging it into the stream, the result being that the cattle refuse to drink the water at a point over two miles below the shaft. The men not having been provided with proper sanitary conveniences, defiled the bank of the creek apparently from the commencement of the work, and in other respects there was evidence of a total absence of cleanliness.

These details were submitted by the Lord Mayor with a view to showing the difficulties the Board state they have had and now have to contend with in their endeavour to maintain the purity of the water supply to the metropolis. They had no alternative, and no middle course was available. The Board had consequently to present a firm attitude, the result being that everywhere they were being charged with bearing hardly upon the settlers and the mining community. Indignation meetings were held and deputations to Ministers were arranged to restrict the powers of the Board, which are in reality very limited, as may be seen from the fact that during the recent drought the settlers and stockowners from a distance, taking advantage of the neglect of the Lands Department to proceed against them for trespass on the Crown lands in cases brought under their notice by the Board, made the Catchment Area a convenient dumping ground for their starving stock, when many of them, owing to their weak and impoverished condition, became bogged in the streams and swamps, and, being unable to extricate themselves, perished. The result on the purity of the water supply may be better imagined than described.

Another source of trouble is the presence of cemeteries within the area, in some cases, unfortunately, upon the banks of the streams. The Board stated that they had visited four of these places, and notwithstanding their urgent requests to the Lands Department to close them

against further interments, there was evidence at each of them of burials having been made quite recently. This could not but be regarded as a very grave danger and menace to public health, and the Council felt justified in expressing the opinion that the Board was quite justified in its action.

The difference between the Mines Department and the Board subsequently reached an acute stage, the Board having been notified only a few weeks previously to the deputation waiting upon the Premier that, despite their protest, it was intended to grant a further mining lease which would include a portion of the impounded water of the Cataract Reservoir.

As the whole question had been exhaustively dealt with by Messrs. Pittman and Atkinson, on the part of the Mines Department, and Messrs. Keele and Smail, on behalf of the Board, and as the reports have received publication, the Lord Mayor considered it unnecessary to say more at the time than that the Board had now to face the prospect of mining operations being carried on ultimately over the entire Catchment Area, and the City Council was therefore in accord with the action taken by the Water and Sewerage Board. It was pointed out that it was obvious that mining operations cannot be carried on without the winning of the coal by means of working shafts, and transporting it over the surface, when the cost of haulage through to present adits to the seaboard becomes prohibitive, and that the risk of pollution therefrom will, notwithstanding all precautions, become very great, and it therefore remained for the public to decide between the two bodies concerned in this matter.

The Board, it was stated, has been informed by supporters of the mining industry that the risk of pollution from the shafts and the settlements which will spring up about them is not considerable, and that even if contamination of the water supply may actually occur, it will become the imperative duty of the Board to apply modern methods to purify it.

What this means to the ratepayers of the metropolis, who are already complaining of being overtaxed and overburdened, may be realised when it is known that to provide and work a modern plant for filtering water capable of dealing with, say, fifty millions of gallons daily, which rate of consumption will before many years be reached would cost at least £250,000 for construction alone, involving an annual expense of about £13,000. Even if this burden be shifted on to the right shoulders, and the coal-mining companies be made to pay the whole cost of the filtering operations, which could be done by an increase in the royalty charged by the Government, the citizens would still have lost what can never be regained, namely, a pure water, fresh from Nature's laboratory, in exchange for a polluted water, biologically purified before distribution, which would probably be harmless enough, but without the life and brilliancy of the present mountain streams.

The deputation urged that this was no exaggeration of the situation, but will assuredly be the price which will have to be paid by the mining community and the ratepayers should working shafts ever be permitted upon the Catchment Area.

That the coal exists under the area to the extent and value estimated by the Mines Department is extremely problematical, as may

be seen on reference to the evidence of Professor David, Dr. Robertson, and other mining experts before the Public Works Committee, when inquiring into the necessity for a deep-water harbour at Port Kembla ; but assuming that the estimate is a correct one, the alternative suggested by Messrs. Pittman and Atkinson, that it would be preferable to seek for another source of water supply rather than sacrifice mineral resources whose prospective value exceeds sixfold the national debt of the State, could not seriously be entertained, and is a suggestion quite beside the mark. Through the neglect of the Mines Department to bring this information forward earlier, the State, it appears, is now committed to the present scheme, which on the building of the Catarcat dam will have been completed, and any suggestion to seek for another source of water supply is outside the limits of practical consideration.

Those who have studied the various reports in connection with investigations which have been made from time to time since the year 1878, when the first Royal Commission was appointed into the question and the selection of a gathering ground for water for the supply of Sydney, must be aware that there is none within a reasonable distance of the metropolis so suitable in every respect as the one under discussion, and it is doubtful if by going to "Kosciusko," as a writer in the press suggested, a catchment area could be found where all the conditions for the supply of water could be so well satisfied.

The deputation stated that they gathered that it appeared to the Board that rather than they should seek for another source of water supply in order to make available through working shafts on the present Catchment Area a coal field of uncertain value and extent, it would be preferable if those concerned in the mining industry would ascertain first that all the coal under the area is worth winning, and then adopt modern methods for its extraction through tunnels to the seaboard by means of electrical appliances for haulage, pumping, ventilating, and coal cutting.

By means of this system and with assistance from air shafts, which the Board intimated they would be willing to allow to be sunk in approved positions, and under conditions to be imposed by them when the Catchment Area shall have been vested in them, it is probable that mining could be carried on to much greater distances from the tunnel mouths than by the present method.

The Council was also informed that the Board desired it to be distinctly understood that the Board would insist on their right to determine where barriers of coal shall be left under the reservoirs for their protection.

It will be now seen from the statement made by the deputation in support of the action taken by the Board that there is no cause whatever for alarm on the part of residents of Illawarra and others connected with mining for coal that their industry is likely to suffer through any action of the Board of Water Supply and Sewerage in claiming their right on behalf of the ratepayers in the metropolis, and also at Wollongong, whose interests, so far as the purity and safety of their respective water supplies are identical, to control the surface of the Catchment Area in order to protect it from pollution and the works thereon from injury.

The City Council agreed with the Board that by adopting reasonable precautions there is nothing to prevent coal-mining being carried on within the limits fixed by Professor David and Dr. Robertson for the next two or three hundred years, by which time it is to be expected that improved methods will permit of extensions to the westward without interference to the water supply.

In conclusion, the deputation stated that in view of the paramount importance of keeping the water supply absolutely pure for the six hundred thousand people who were dependent upon it, they therefore strongly urged that the control of the whole of the Catchment Area should be vested in the Water and Sewerage Board, so that it might have the full regulation of all industry carried on within the limits both above and below ground. If permission were given by the Mines Department to mine under this particular area, it should be distinctly understood that no shafts except those which were used wholly for ventilating purposes should be allowed, and that those should be under the control of the officers of the Water and Sewerage Board. The members of the deputation disclaimed any desire to interfere with legitimate industry; that was far from their intention; but the deputation especially desired that steps should be taken so that the water supply should not be endangered.

The Hon. the State Premier, in reply, said that the Government fully recognised the importance of the principle involved just as fully as any member of the deputation. It was absolutely necessary that the water supply should be kept pure and undefiled, and the deputation might therefore make their minds easy on that score. A sum of something like £5,000,000 had already been expended on the works, etc., to bring them to their present state of perfection, and every reasonable precaution would be taken to prevent any undue interference with the Catchment Area. At the same time every effort must be made against interfering unduly with private industries. An estimate had been prepared showing that there were about £500,000,000 worth of coal beneath the Catchment Area. The question therefore was a delicate one, and he was anxious to see that no injustice was done to anyone. The Premier further intimated that he proposed to call a Cabinet meeting for the following day to take the whole thing into consideration. The fullest information would be obtained from the best sources, and he would try to preserve the purity of the water without causing any injury to any particular industry.

The Council did not receive any further communication upon the matter.

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#### DEPUTATIONS—EMPLOYMENT FOR LAMPLIGHTERS.

A deputation consisting of lamplighters and others in the service of the Australian Gas-Light Company waited upon the Lord Mayor in June last with reference to obtaining employment under the City Council. It was urged in support of the request preferred by the deputation that the majority of those present had received notice from the Gas Company to the effect that their services would no longer be



required, consequent upon the installation of electric lighting in the City, and they consequently asked that preference should be given to any applications which might be made by workmen who had been in the service of the Gas Company as lamplighters.

The Lord Mayor, in reply, explained the method of selecting suitable applicants and making appointments, and further pointed out that with regard to appointments to the permanent electric lighting staff, skilled and experienced labour would in all probability be required, and that being so the responsible officers of the Council must necessarily make the appointments on the merits and qualifications possessed by the applicants for the positions applied for. At the same time the Lord Mayor promised that application sent in by the deputation or those whom they represented would receive every consideration, though he could not undertake that the officers could give any preferential treatment for the reasons previously stated.

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#### DEPUTATIONS—ELECTRICITY SUPPLY UNDERTAKING— ENGINEERING STAFF, No. 1.

In June last a deputation of certificated engineers, introduced by Alderman Beer, waited upon the Lord Mayor to urge that the appointments to be made in connection with the Electricity Supply Department should be filled by persons holding engineers' certificates similar to those held by engineers on steamers.

The deputation, in submitting their request, referred to the advertisements appearing in the papers for the Electricity Supply Staff, and pointed out that no reference was made to "certificated" engineers. The deputation, it was stated, represented fully ninety-eight per cent. of the certificated engineers, and they contended that not only should "certificated" engineers be appointed to the positions about to be filled, but also that the mechanical section should be entirely separated from the electrical branch. Reference was also made to the wages offered by the Council, which would form an inducement to private companies owning and running electricity plants in the City to reduce the wages paid by them to the different classes of men employed. In reply to a question by the Lord Mayor as to whether a person who would apply for a position such as Chief Assistant Engineer would be uncertificated, the deputation stated that it would all depend on the kind of man, as experience showed that some men felt themselves competent to apply for any position, but properly trained men undoubtedly would be required to work under the City Council. The difference between the mechanical branch and the electrical branch was referred to, and the deputation stated that it was not possible for a man to go through training and be uncertificated. There was, in the opinion of the deputation, a great difference between a technical certificate and a Board of Trade certificate.

The Lord Mayor stated that as the subject matter of the interview, which was one of undoubted importance, resolved itself more or less into technical questions, he thought it desirable that the Resident

Electrical Engineer, as the officer primarily responsible for the working of the electrical plant, should make a statement as to the actual facts, more especially as it appeared to him that the deputation was labouring under a misapprehension as to the intentions of the Council.

The Resident Electrical Engineer corroborated the statement of the Lord Mayor to the effect that the deputation was labouring under a misapprehension, and proceeded to explain the whole position as submitted to and approved by the Electricity Supply Department of the Council. Drivers, not necessarily engineers, were required to fill the appointments as advertised by the Council, and these drivers would be under the control of qualified engineers, who would by arrangement work in shifts. It was not necessary to engage certificated engineers to act in the capacity of engine-drivers, but for the electrical portion of the work certificated men would be appointed, though not necessarily possessing the actual certificate advocated by the deputation. With regard to the mechanical portion of the work, the arrangements approved by the Council provided for a mechanical engineer being at the head, and his services will always be available to assist fitters in the mechanical work.

As regards the wages it was proposed the men should receive, it was not intended to make any departure from the standard rate of wages. The deputation had suggested that "sweating" was intended, but this idea had never for one moment been contemplated, and in fixing the rate of pay for engine-drivers and stokers, the Trades Unions concerned had been communicated with directly, and on the information furnished by the Unions the rate of pay had been determined, whereupon the deputation intimated that the rate of pay fixed by the Unions did not affect the Engineers' Association. The Resident Electrical Engineer further stated that it was not absolutely necessary to engage "certificated" workmen to drive the engines, and in reply to a direct question he intimated that he was quite competent to examine a boiler and give a certificate as to its being in order, although he did not possess a Board of Trade certificate, but he could do it as a trained practical engineer.

The Lord Mayor intimated that he would refer the whole question to the Electric Lighting Committee for further consideration.

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#### DEPUTATIONS—ELECTRICITY SUPPLY UNDERTAKING— ENGINEERING STAFF, No. 2.

A deputation representing the Amalgamated Engineers' Association, introduced by Alderman Beer, waited upon the Lord Mayor in June last to urge that "certificated" engineers only should be appointed as engine-drivers in connection with the Electricity Supply Department. The deputation stated that it had been brought to the notice of the local District Committee that in connection with the proposed installation of a system of electric lighting certain proposals relating to engineering control had been proposed and had been submitted to the Council, and upon considering such proposals it appeared to such Committee that the proposals were neither conducive to economy nor

effective supervision, nor yet just to a body of trained and efficient men who practically and theoretically are competent, and the only competent men to hold the positions that, as far as the deputation could gather, were about to be entrusted to those who, whatever their qualifications might be, were not competent by practice to control or take immediate and practical supervision of a plant extensive and costly as the deputation understood the Council's installation to imply. The deputation contended that the Council and the Council's professional engineering advisers must admit that whatever the developments of electrical engineering, it occupies a secondary place as a motive power, that behind all such electrical developments lies the steam engine as a primary motive power, with its associated technique and specialised understanding for efficient and satisfactory working, and yet it seemed to the deputation that the Council intended to pass over those who possessed the special knowledge, practical and theoretical, and to place the plant under the direct supervision of men who lacked (University training to the contrary notwithstanding) the necessary practical knowledge without which neither efficiency nor safety could be guaranteed. The deputation therefore asked the Council to carefully consider before taking the final step, as the Council's advisers had been misinformed and had applied to the wrong source for information in applying to the Trades Hall. The application as to requisite qualifications and remuneration ought to have been made either to the Amalgamated Society of Engineers or the Marine Institute of Engineers, as a plant of such value demands special qualifications and knowledge such as only men of long experience possess. The requirements of the Board of Trade showed that the Council stood upon very delicate ground, experience having demonstrated in connection with the Sydney Central Electrical Station that the working of such plant can only be safely placed in the hands of efficient mechanical engineers, and the deputation maintained that unless a man has had a wide experience in the practical control of such plant that public interests are jeopardised and economy sacrificed by placing the control in his hands. It was also urged that the Government engaged none but certificated men at the Central Tramways Power Station at Ultimo. While contending that engineers who have had experience of engines at sea and who possess the necessary certificates of competency should be appointed to the positions at the Electric Lighting Station, it was acknowledged by the deputation that it was quite possible for a man to be qualified to take one of the positions and yet be uncertificated.

The Lord Mayor, in reply, stated that it was the desire of the Council to make the Electricity Supply Undertaking a success. With regard to the necessity for certificated engineers being appointed, he was advised by the Town Clerk and the Resident Electrical Engineer that the English Board of Trade had never made any regulations concerning the class of men employed to drive shore engines or electricity supply engines, nor was it customary to find certificated marine engineers in English electric lighting stations. However, judging from the applications already received, it appeared that although only one or two engine-drivers were required there were at least twenty-eight certificated men who had applied, one holding a first-class, one a second-class, and the rest third-class certificates. Whilst the Council required engine-drivers only at engine-drivers' remuneration, it was not desired to inflict any injustice upon the members of the Amalgamated Society of

Engineers, but the deputation would be obliged to admit that the Board of Trade does not demand that a shore engineer or a shore engine-driver shall possess a certificate. Furthermore, the deputation must take into consideration the fact that the plant does not come under the control of the Council until after the first twelve months after completion, the contractors being responsible during the period of maintenance; consequently, if incompetent or undesirable employees were engaged, the contractors, it might be taken for granted, would speedily direct attention to the fact and disclaim responsibility, whereas the contractors had taken no objection to the course adopted by the Council. The matter, however, was of sufficient importance to refer to the Electric Lighting Committee, and he intimated that the matter would be considered by the Electric Lighting Committee immediately.

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#### DEPUTATIONS—BELMORE PARK.

In July last a deputation of ladies and gentlemen, introduced by Alderman Fitzgerald, representing the residents of Belmore Ward, waited on the Lord Mayor by appointment to submit certain representations with regard to the restoration of Belmore Park to the control of the City Council. An application had been made to the Minister for Works requesting him to receive a deputation, but the deputation had been referred to the City Council, although it was well known that at that stage it did not come under the City Council.

The deputation, which, it was stated, was non-political in character, stated that for nearly three years the residents had been deprived of the use of the Park, not only as a playground for the children of the neighbourhood, but the convenience of the residents as regards the use of the Park had been interfered with in many respects. The danger existing to children in the vicinity of the Park owing to their being confined to playing in the gutters and in the streets, and the deputation contended that the Park ought to be restored, seeing that it served as a resort for women and children, but as things then existed it was a matter of danger to life and limb to children playing in the vicinity, and adequate protection would, the deputation considered, be afforded by the restoration of the Park to its proper and legitimate use. Furthermore, it was stated that when the Park was taken over by the Government, representations were made to the then Minister for Works, who assured the citizens that the Park would eventually be restored in a proper condition, and would be much beautified and improved, and, further, that the streets in the vicinity of the Park would be widened. The promise by the Minister for Works when the Park was taken over had been partly fulfilled in the way of widening the streets. Albion Street and Reservoir Street are sources of great traffic from Redfern, and if the Park was restored again to the people, whereby Albion Street and Reservoir Street would be connected with Pitt Street, it would tend to reduce the congested state of the traffic there. The deputation therefore strongly urged that the Park should be restored as soon as possible to the citizens, which would relieve to a great extent the congested traffic of the streets in the vicinity. It was also alleged that the taking away of the Park from the Council



had been the means of entailing a considerable loss in many respects, especially to keepers of boarding-houses and by the round-about journeys people had to take in coming to business beyond the railway. The deputation also directed attention to the state of the streets as being very muddy, and this fact had a direct tendency to increase the inconvenience of residents in this portion of the City. Thousands of people passed thereabouts, and something required to be done whereby the streets would be kept clean. The lighting of the Park and vicinity was bad, and complaints were very frequent with regard to the necessity for the better and more frequent watering of streets. Finally, the deputation stated that lumber which had accumulated since the work of constructing the new railway station had been put in hand also tended to attract undesirable characters to the place, and on this ground alone immediate action was necessary.

The Lord Mayor, in expressing the pleasure it had afforded him to receive the deputation, stated that he was glad the matter had been brought before him. He sympathised with the residents under the circumstances which existed, as he personally was well acquainted with the neighbourhood, and from his own knowledge he could vouch for the accuracy of the various statements that had been made. With regard to the grievance to which reference had been made in respect to the condition of the streets in the vicinity, and the defective lighting arrangements, he would give instructions for immediate attention, more especially as far as Elizabeth Street was concerned. It would be within the knowledge of the deputation that a portion of the streets came under the control of the Railway Commissioners, consequently the City Council had no jurisdiction over the portion controlled by the Commissioners; but the City Council were quite ready to perform their share of the work by way of woodpaving if the Railway Commissioners were agreeable to do their share, and representations to this effect would be made to the Railway Commissioners accordingly.

With regard to the restoration of the Park, the correspondence with regard to the resumption covered a considerable period, and any action taken by the City Council had been taken on the advice of the City Solicitor. On referring to the papers the Lord Mayor stated that he had ascertained that a deputation had waited on the Minister for Works on the 22nd August, 1901, being introduced to the Minister by the then Mayor, Sir James Graham.

In reply to the representations made by the deputation on behalf of the Council, the Minister for Works replied as follows:—"With regard to Belmore Park, the plans are not finally complete. It was proposed to widen the roads and to improve the Park, but the area of the Park would not be diminished. The Park would also be much beautified. Elizabeth Street would be widened, and if the resumption scheme was carried out they would widen Gipps Street, make a new street leading to the new Railway Station, resume Railway Place and Randall Street, and put a new street and tramway from Elizabeth Street into Castlereagh Street, etc., etc." The Lord Mayor further stated that as the deputation was already aware, part of the promise made to the Council in 1901 had been carried out by way of widening Elizabeth Street and Hay Street by reducing the area of the Park, although it had been stated that the area of the Park would not be reduced. The Lord Mayor did not think it likely that the Government would go back on the promise

which had been so distinctly and so specifically made. Reference was also made to the quantity of good earth that had been taken up in the construction of the Central Railway Station, and which, it was understood, was intended to be utilised in planting and beautifying the Park. As regards the present position of the matter, a letter was received from the Public Works Department dated 21st June, 1904, stating that in connection with a proposal to re-dedicate Belmore Park in its amended form, the Department of Lands had reported that before revocation of the existing dedication and the appointment of the City Council as trustees, it would be necessary to have the Council's agreement to the proposal, and the Minister for Works therefore asked for the concurrence of the Council in the course suggested. On being referred to the City Surveyor, that officer endorsed the letter to the effect that in his opinion before the Council consented to take over the Park again it should be decided how the Park is to be laid out and what works are necessary, and an undertaking to pay for the same should be obtained from the Government, considering that such expenditure had been rendered necessary by their operations. A letter from the Works Department, together with the City Surveyor's minute thereon, was presented to the Health Committee, when it was decided that before the re-dedication of Belmore Park was considered the Public Works Department should be asked for full particulars in regard to their proposals, and the Health Committee's recommendation would come before the Council at the following meeting. In conclusion, the Lord Mayor stated that the Council would do everything possible to expedite the matter, and he would avail himself of every opportunity to push the matter on departmentally. There would necessarily be a certain amount of vexatious delay, but the Council would be prepared to insist upon the Government carrying out the work as promised in a proper manner, or the Council would do it themselves at the cost of the Government, and he hoped that the work would be completed at an early date.

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#### DEPUTATIONS—THE SYDNEY UNEMPLOYED, No. 2.

A deputation representing the Sydney Unemployed waited upon the Lord Mayor in July last year, and asked that some employment should be found for them in order to relieve the distress existing amongst them.

The Lord Mayor, in reply, intimated that he sympathised very fully with the deputation, but that he could hold out no hope of any immediate assistance. The Council during the preceding six or eight months had employed a considerable number of men by way of casual labour in connection with the Electricity Supply Undertaking, but now that the general scheme, or rather the first instalment of the general scheme, was completed, so far as the reticulation for mains was concerned, the Council had no alternative but to reduce the number of men engaged in the work. This course was pursued with deep regret, but it was quite unavoidable, and as the deputation had been informed on a previous occasion the Council had been the means of expending at the rate of two thousand pounds per week in wages alone, exclusive of money paid to contractors and the regular staff. At the same time the Council

intended to extend the electricity supply mains reticulation throughout the City, and if possible the suburbs, negotiations being pending with regard to extending the supply to the suburbs. Furthermore, a sum of £21,000 had also been set aside under the borrowing powers conferred in 1900 for erecting new markets, but the important question as to whether these proposed markets should be constructed on the present site or on a new site had not yet been finally determined upon, and consequently this matter had of necessity to remain in abeyance for some time. The Lord Mayor also stated that he had not been unmindful of the unemployed, and that quite recently he had interviewed the responsible Minister with regard to certain recommendations decided upon by the recent unemployed conference, and the Minister had promised to submit the matter to the Cabinet for consideration. Whilst at the present stage the Lord Mayor could not see his way to promise immediate assistance, he entertained the opinion that the unemployed of the City were deserving of every assistance, and he would do all in his power to expedite any works contemplated by the Council with a view to relieve their distress.

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#### DEPUTATIONS—HIRING OF TOWN HALL.

The Highland Society of New South Wales, by deputation, waited upon the Lord Mayor in July last to protest against the action of the City Council in inviting tenders for the hire of the Town Hall on 1st January, 1905, and asking that they should be accepted as tenants by usage. In support of the request it was urged that the Highland Society had always held their annual gathering in the Town Hall on New Year's night, and that the proceeds from the concert were applied to charitable purposes, and the Society considered that their claim ought to be recognised.

The Lord Mayor, in reply, stated that the decision to invite tenders was the result of a debate in Council, a resolution having been carried to invite tenders for letting the Hall on all holiday nights. At the same time the Lord Mayor promised that under the special circumstances named he would refer the matter to the Finance Committee for reconsideration as regards 1st January, 1905.

The Finance Committee subsequently decided to accede to the request of the Highland Society for New Year's Day, 1905, and this decision was confirmed by Council in due course.

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#### DEPUTATIONS—CHINESE STALLHOLDERS, BELMORE MARKETS.

In August last a deputation of fifty Chinamen, stallholders in Belmore Markets, accompanied by their solicitor and an interpreter, attended at the Town Hall with the intention of interviewing the Lord Mayor and

obtaining a clear understanding of their position with regard to the change which the Council had by resolution decided to bring about during the fruit season.

In the unavoidable absence of the Lord Mayor, I clearly explained to the deputation that the position at present occupied by them was excluding the fruitgrowers, for whose accommodation the building had been erected, and that so long as the space had not been required by the growers themselves the Council had gladly allowed the stallholders to temporally occupy the space, but now, owing to the extension of the fruit business and the increasing demand for accommodation, the space had of necessity to be reserved for its original purpose, namely, the accommodation of the fruitgrowers.

In order, however, that the Chinese stallholders might not be entirely displaced, arrangements had been made that on three mornings in each week the old Belmore Markets building would be at their disposal, and that in the event of any space being available in the new Belmore Markets, those stallholders engaged in a country business would, whenever possible, be accommodated.

This explanation and the suggested arrangements were interpreted to the deputation by one of their countrymen, who afterwards intimated that the deputation were quite satisfied with the explanation and assurance that the Council would assist them in obtaining the necessary accommodation whenever possible, and under the circumstances it was not necessary to wait upon the Lord Mayor.

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#### DEPUTATIONS—RETENTION OF BELMORE MARKETS.

In August last a deputation of tenants and tradesmen having places of business in the vicinity of Belmore Markets, introduced by Alderman Barlow, waited upon the Lord Mayor with the object of making representations for the retention of the Fruit and Produce Markets upon the present site, and to submit certain suggestions, the adoption of which they considered would be of mutual advantage.

The deputation at the outset stated that the proposal which had been made by the Council to remove the markets from the present site was not one with which the people concerned could be expected to look upon with much favour. Since the Council had erected the Queen Victoria Markets and those using the old George Street Markets had had to seek accommodation elsewhere, they have gone to considerable trouble and incurred much expense in building up premises at great inconvenience to themselves, and now they were much disquieted, and, as a matter of fact, alarmed at the proposition, which had assumed concrete form in the hands of the Council, that they should migrate elsewhere. In their opinion, speaking from actual practical experience, the present site as a site was an ideal one, a site which they felt satisfied could not be improved upon in districts around Sydney. It was true that the room available was taxed to an extent which resulted in a certain amount of inconvenience, but the deputation believed that this was occasioned solely by the fact that the buildings in which the market business had to be transacted were themselves out of date. But if the tenants of the markets were



furnished with buildings on somewhat similar lines to the new buildings adjacent to the older portion, the accommodation to be provided consequent on the re-arrangement of the buildings would meet all requirements. On the grounds of public health certain members of the deputation intimated that they strongly objected to horses being allowed to stand outside the stalls, and it was stated that in the event of the Council not being prepared to consider the people who used the Belmore Markets, the Bathurst Street people, *i.e.*, the Fruit Exchange, might be relied upon to do so. On behalf of certain tenants of premises in the immediate vicinity of the markets, it was alleged that in one case members of the same family had occupied the premises for an uninterrupted period of fifty years, and that in this case if the markets were removed elsewhere the trade which it had taken years to build up would be practically ruined.

The Lord Mayor, in reply, stated that he need scarcely inform the deputation that it was the desire of the Council to do the best thing in the interests of all the citizens. The sympathy of the Council was undoubtedly with the people who used the Belmore Markets, for it was recognised that they comprised men who not only assisted to maintain the institutions of the City, but materially assisted to govern and regulate the City by means of the rents which they paid into the City funds. Any hardship by the proposed alteration had never been for one moment intended or contemplated by the Council. At the present time the Council recognised that the tenants were housed in an old shed which was called a market, and the Lord Mayor reminded the deputation that his predecessor in office (Alderman Hughes) had received a deputation which requested him to take the necessary steps at the earliest opportunity to remove the present markets to another and more convenient and more suitable site. That deputation had intimated to Alderman Hughes, when Lord Mayor, that the present buildings were not only inadequate, but that the site itself was cramped and was not capable of extension to meet the growing requirements of the trade carried on in the markets, and which was continually increasing in volume. It would probably be within the knowledge of the deputation that the Council had ear-marked a sum of £21,000, part of the debenture loan issued in the year 1900, to be applied to the purpose of new markets, and this fact would in itself show the *bona fides* of the Council as regards their intentions. If the existing buildings were pulled down there could be no doubt but that some of the area would have to be allocated for the purpose of widening the streets surrounding the markets, and the effect of this would be to still further reduce the already restricted area available for market accommodation. It had been suggested that the land required for the necessary extension could be obtained by acquiring the site opposite. As a matter of fact, this suggestion had not been lost sight of by the Council, and negotiations had been entered into with a view to acquiring this site under certain conditions, but the price quoted was practically prohibitive and resulted in the suggestion being dropped as impracticable. The question was certainly important, and he felt assured the Council did not wish to act hastily, but were anxious that the subject should be considered from every point of view. The Works Committee of the Council had repeatedly had the matter before them for consideration, and after most careful deliberation that Committee had come to the conclusion that the only possible course was to make a recommendation to the Council that the present site was inadequate, and that

application should be made to the Government to pass a short Bill conferring the requisite authority upon the Council to dispose of the present site to the best advantage and acquire a more suitable one. To that end the Hon. the State Premier had been communicated with and had consented to receive a deputation from the Council on the matter. It had been brought to the knowledge of the Council that there was a site available in the City immediately adjacent to the water and the railway line which had been reported upon as being more suitable for the purpose for which it was intended than the present site, and it was not so very far from the Town Hall.

Whilst informing the deputation as to how the matter stood as regards the action already taken by the Council, the Lord Mayor stated in conclusion that he would take care that the representations made by the deputation would be submitted to the Works Committee, and he would go so far as to say that he knew the wishes of the people would be as fully complied with as far as possible, but in any case he was anxious, for many reasons, to see the markets rebuilt, as they could not be permitted to remain much longer in their present condition.

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#### DEPUTATIONS—SUBSIDISING PUBLIC BANDS.

In September last representatives of the New South Wales State Military Band intimated in writing their desire to wait upon the Lord Mayor by deputation, for the purpose of submitting and discussing a scheme which had been under their consideration for supplying music to the citizens of Sydney. An appointment was made accordingly, but in the interval a further communication was received in which the Committee of the band asked for an annual subsidy of one hundred pounds to enable the band to provide music for the citizens during the summer months in the municipal parks, or in such places as the Council might appoint, subject to the following terms and conditions:—Five afternoon performances to be given on Saturdays or Sundays; five evening performances to be given on week nights; one performance to be given on a Saturday or a Wednesday night in the Sydney Town Hall at charges of sixpence and a shilling admission, the proceeds to be applied in paying the subsidy; performances to be given fortnightly so as to extend over a period of five months.

While the Lord Mayor was disposed, personally, to favourably entertain this proposal, subject to mutual arrangement as to details, having regard to the opinion of the City Solicitor that there was no express or implied authority in the Sydney Corporation Act for the payment of the proposed subsidy out of the City Fund, and that by Sub-section 5 of Section 190 of such Act it is enacted that no part of the City Fund shall be applied to any purpose not authorised by the Act, he had no alternative but to intimate to the representatives of the New South Wales State Military Band that the proposal could not be entertained owing to the existing state of the law, and they were informed accordingly.

## DEPUTATIONS—THE SYDNEY UNEMPLOYED, No. 3.

In September last a deputation representing the unemployed in the City of Sydney waited upon the Lord Mayor and submitted a request that various works which they had been informed were contemplated by the City Council might be expedited so as to extend a means of livelihood to them and those whom they represented. The deputation, in the course of their observations, made special reference to the suggested absorption of the Municipal Borough of Camperdown, which would probably necessitate a considerable amount of work in putting roads and streets into repair ; the erection of new markets on a new site or re-erection of improved markets on the present site ; excavations for laying electric light cables ; the extension of electric lighting cables to the suburbs ; and the erection of the proposed new public abattoirs.

The Lord Mayor, in reply, stated that he could but reiterate what had been said to similar deputations on previous occasions, that the sympathy he had previously expressed continued, but that he could not hold out any hope or prospect of any of the contemplated new works being put in hand either immediately or within a short period of time. The progress of the contemplated works depended upon the necessary legislation being proceeded with and the equally important question of ways and means. The deputation must recognise the fact that during the preceding eighteen months the City Council had been extremely liberal in providing work as far as lay in their power, and in carrying out works by day labour so as to utilise as far as possible the surplus labour of the City ; and at that very time, although with the completion of the first instalment of the cable laying excavations and reinstatements there had been a considerable reduction in the number of the Council's employees and the amount of wages paid, the wages sheet still amounted to £1,500 per week, irrespective of contract work, of which there was a considerable amount being carried out for the Council. With regard to the works in contemplation and to which they had made casual reference, the matter of arranging for new or improved Belmore Markets depended largely on the acquiring of a new and suitable site for the purpose, a site which would commend itself to the Council and the stallholders. Not only so, but the acquisition of any new site depended upon the Council obtaining not only powers to resume land for market purposes, but legislative authority to dispose of the existing site.. If the latter power could not be obtained, although he could not speak positively for the Council, he felt justified in saying that there would be strong opposition to the removal of the markets, as the power to sell was regarded as a most vital factor in the proceedings. He therefore felt that it would be quite premature to make any promise in respect of the markets. There might at an early date be employment to a certain limited extent for unskilled labour in excavating trenches for electric light and power connections to private premises, but the employment of that labour would not be under the control of the Council, but would be a matter for the consumers themselves. As to the prospects of certain of the suburbs in the immediate vicinity being lighted by electricity from the Council's plant, the City Solicitor had pointed out that only those contiguous to the City proper, or, in other words, joining boundary with the City, could be connected under the existing conditions, and that with respect to other boroughs an Act of Parliament would be necessary, as the City Council had not power to go through one borough to get to another borough. Furthermore, in any event, should unskilled

labour be required for such extensions even to those boroughs contiguous to the City, it appeared more than likely that the municipal representatives of such boroughs would require the allocation of a certain proportion of unskilled labour to residents in such boroughs. This had been done in a similar case where the work had been carried out jointly by the City Council and the Government, as representing an interested suburban borough. Again, with regard to the new public abattoirs, the City Council would have to obtain largely extended powers before a project of this magnitude could be undertaken. The Council on their part had repeatedly expressed their desire and their willingness to take over the control of the abattoirs and to erect new abattoirs combined with a central meat market as a necessary adjunct, but they were unable to proceed until the requisite legislative authority had been obtained, and this had been applied for by means of a Bill promoted by the Council. As regards the proposed absorption of the Borough of Camperdown, this again, if a scheme could be mutually agreed upon between the City Council and the Borough Council of Camperdown, would entail a Bill being passed by Parliament containing the necessary statutory powers to give effect to any arrangement come to by the parties interested, consequently the Lord Mayor could hold out no prospect of works being undertaken in that district for some time to come. He might, however, inform the deputation that comprehensive reports had been prepared by the Town Clerk, the City Treasurer, the City Surveyor, the City Health Officer, and the Superintendent of Corporation Assets, and these reports, accompanied by a minute from the Lord Mayor, would be submitted to the Council at once. The Lord Mayor, in conclusion, stated that it was anticipated that shearing in the country would absorb some of the surplus labour in the City, and he regretted very much that he was not in a position, for the reasons stated, to hold out any encouragement as to works being proceeded with at a comparatively early date.

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#### DEPUTATIONS—GLEBE ELECTRIC LIGHTING.

In September last a deputation representing the Glebe Municipal Council waited upon the Right Hon. the Lord Mayor with reference to the proposed lighting of the municipal area of the Glebe by electricity.

The deputation, after briefly reviewing the circumstances connected with the lighting of the Glebe, and the necessity for immediate action being taken, seeing that the matter was one of extreme urgency under present conditions, intimated that upon giving full consideration to the subject of installing electricity as a public illuminant the opinion was entertained that small electric plants should not be dotted about the suburbs, and that it had been deemed desirable to make application to the City Council to supply electricity.

On referring to the Sydney Electric Lighting Act, 1896, it was found that the powers of the City Council to supply electricity to suburban councils were contained in Section 44 of the Act, as follows, namely :—

It shall be lawful for the Council to supply electricity outside the limits of the City of Sydney, and for such purpose to exercise any power conferred upon it by this Act (other



than the power to raise a lighting rate) within or without the limits of any borough adjoining the City of Sydney, subject, however, to the following provisions :—

- (1) The aforesaid powers shall not be exercised within the limits of any such borough except with the consent of the Council thereof (which consent it is hereby empowered to give), and upon such terms and conditions as may be mutually agreed upon.
- (2) The supply of electricity for the purpose of lighting any place, building or street belonging to or subject to the control of the Council of such borough shall for the purposes of this Act be deemed to be a supply for private purposes or use, and all provisions of this Act in such behalf shall extend and apply thereto.
- (3) The Council of such borough shall for the purposes of this section have power to enter into all such contracts and to levy all such rates as it is by law empowered to enter into, or levy in respect of a supply of gas.

The Lord Mayor, in reply, expressed the pleasure it gave him to find that the Glebe Council had made application to the City Council to supply electricity, and he felt assured that the City Council could supply the Glebe municipality with electricity on terms which would be found satisfactory to the Glebe Council, but he thought it right to point out that only certain portions of the City had as yet been lighted by electricity, and a great deal remained to be done before the ordinary requirements of the City could be met. It was also pointed out by the Lord Mayor that the section in the Act conferring the necessary powers upon the Council to extend operations into the area controlled by other municipalities with consent was not altogether free from doubt, and differences of opinion existed with regard to the proper interpretation to be placed on such clause. The words actually were "within or without the limits of any borough adjoining the City of Sydney," and so far as the Glebe Council was concerned it appeared that the City Council could supply electricity subject to the provisions of the section, seeing that the borough of the Glebe joined boundary with the City of Sydney; but as regards the adjacent municipal borough of Newtown, which had also the question under consideration, considerable doubt existed, as the municipal boroughs of Camperdown and Darlington, in a sense, intervened by means of City Road, and on this account the City Council would probably be precluded from supplying the borough of Newtown until such time at least as further legislative powers were obtained. In conclusion, the Lord Mayor expressed a desire that representations in writing should be made on behalf of the Glebe Council in order that the request to be supplied with electricity might be placed before the Electric Lighting Committee, together with a minute from himself, and in turn sent on to the Council, the decision of the Council then being sent on to the Glebe.

At the same time the Lord Mayor felt obliged to again point out to the deputation that considerable portions of the City were not yet lighted by electricity, such as Harris Street, Abercrombie Street, George Street West, the district west of the Railway Bridge, and also all the eastern side of the City, whereupon the deputation asked that, in the event of the contemplated supply to the Glebe Council interfering with the Council's supply, would the Glebe Council have to wait for a period of

twelve months, when the Lord Mayor, in reply, stated that such time would not elapse before the Glebe Council could be supplied with electricity in bulk.

Subsequently a letter was received from the Glebe Council thanking the Lord Mayor for the consideration given to the subject on the occasion of the interview, and further intimating that the Glebe Council had decided to have a refuse destructor in connection with the electric lighting of the borough, and it was therefore considered necessary for the Borough Council to install a plant of its own, and therefore under these circumstances it was not proposed to make an application to the City Council for electric current.

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### DEPUTATIONS—REMOVAL OF BELMORE MARKETS.

In October last a deputation representing the market gardeners and fruitgrowers, Australian and Asiatic, and the buyers and sellers interested in the Belmore Markets, waited by appointment upon the Lord Mayor with regard to the necessity for providing improved market accommodation of a character to meet the requirements of the traders and the public and to record their emphatic protest against the retention of the present markets. The deputation was introduced by Alderman R. D. Meagher, one of the Aldermen representing Phillip Ward, accompanied by Alderman McElhone, Vice-Chairman of the Works Committee, and a petition signed by one hundred and twenty-three Australian and ninety Asiatic market gardeners, fruitgrowers and stallholders was presented in support of the views entertained by the deputation. In this petition it was stated that the petitioners are in hearty accord with the City Council in their endeavour to have a Bill passed through Parliament enabling them to sell the present site with a view to purchasing a larger and more suitable one, for the following reasons:—The present site is far too small for the growing trade, and during the last few years, owing to the trade having doubled, petitioners had been crowded out, many of the growers having to stand in Castlereagh Street on Saturday mornings dumping their produce on the footpath, thereby greatly impeding pedestrian, vehicular, and tram traffic; there is no room for expansion in connection with the present site, the Church property adjoining being far too small to be of any practical use; the street room for dealers' carts is inadequate, and in the opinion of the petitioners it is not desirable to have a market fronting the new Railway Station for many reasons, one being the great blockade to all traffic to and from the City. The petitioners furthermore asked that in the construction of that portion of the proposed new markets to be allotted to local growers the stall room and benches to be provided should be similar to those in the present market.

In introducing the deputation, Alderman Meagher incidentally referred to the action taken by those interested in the fruit trade some years ago when they formed themselves into an association, the result of which was the establishment of the present Fruit Exchange, and after the experience acquired he felt sure that the Council did not desire a repetition of action of that character. Attention was also directed to the fact that on a reference from the Council the City Building Surveyor had been instructed to report on the advisability of erecting a market with an additional storey on the site occupied by the present market buildings.

The deputation, in supporting the statements contained in the petition which had been presented, urged that the present site was inadequate for the requirements of the growing trade, which was not only expanding but would no doubt continue to expand, and that the most appropriate site for market purposes would be a site in closer proximity to the water or the railway, and as an instance of the class of market accommodation which it was thought ought to be provided reference was made to the markets in Melbourne. Whilst the deputation fully sympathised with the tradesmen who owned property and carried on business in the neighbourhood of the markets, the deputation desired to lay emphasis on their statement that the tenants of the market were really the persons who had been principally, if not altogether, instrumental in building up the business of the markets to the consequent advantage of the premises and property adjoining, and this being so the deputation claimed that the tenants should have priority of consideration, and as they considered that the exigencies of the markets justified enlarged accommodation on a new site, it was hoped that the claims of the tenants would be considered first. The deputation, in support of their views, made reference to an instance where the people directly affected had to contest a case of a similar nature, namely, in the case of the removal of the ferry service from Erskine Street to Circular Quay, and which after some years' contention was settled. In the present instance the whole of the opposition to the proposed removal of the markets to another site, it was alleged, comes from the locality, whereas the parties who possessed the prior right to be considered are the growers of the vegetables, etc. The deputation also intimated their desire that any buildings to be erected for market purposes should be of a plain character and quite unpretentious in style, as nothing elaborate was desired or necessary. Again, it was urged by the deputation that as a matter of public convenience the stallholders and growers using the present markets could remain there and pursue their regular business without in any way causing any inconvenience to the public while the new markets were in course of erection, and until they were completed and ready for occupation. In proof of the insufficiency of the accommodation now available it was stated that it was a common occurrence to see as many as twenty or thirty carts ranged along the street, and the dealers who could not get within the precincts of the congested market had no alternative but to display their goods on the footpaths. With reference to the suggestion which had been made with regard to providing an additional storey in rebuilding on the present site, this did not commend itself to the approval of the deputation, and unanimous dissent was expressed on the matter, as the tenants considered the proposed additional storey would not meet the difficulties or relieve the congestion now existing, seeing that the matter of access would be an almost insurmountable difficulty, although this objection was met by the fact that electric lifts would be available and could be provided now that the City Council possessed its own Electricity Supply Undertaking. The deputation considered that any site which might be obtained west of George Street to Darling Harbour, of an area not less than four acres, would meet their requirements for market purposes, and allow ample room for reasonable expansion—in such a position, it was argued, that the markets would be more centralised, and thus more useful and serviceable to the public, the heavy traffic would be removed from a congested neighbourhood, and the buyers and dealers would be properly accommodated; and the Council, it was also urged, should not lose sight of

the fact that the dumping of vegetables on the ground could not be regarded as conducive to sanitation or public health, as the deputation felt that the practice was one which could scarcely be justified or permitted to continue, seeing that it was bound to some extent to be detrimental to public health, but they recognised that the only way in which this dangerous practice could be discontinued was the adoption of the alternative, and provide adequate accommodation elsewhere.

The Lord Mayor, in reply, expressed pleasure that the matter had been brought under his notice by the deputation, as it put him in possession of the views of those directly affected. A sum of £21,000 had been borrowed in 1901 and set aside for the purpose of erecting new markets, and the Council was aware that the present markets were totally inadequate not only for the growing trade, but to meet present requirements. When the City Building Surveyor submitted his report on the question of providing an additional storey in connection with any building to be erected on the present site, his report and all particulars and information, together with the representations now submitted by the deputation, would be referred to the proper Committee with the object of obtaining a complete report from all standpoints for presentation to the Council, and he had no doubt but that the matter would receive the earnest consideration of the Council some time next year.

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#### DEPUTATIONS—OBSTRUCTION TO TRAFFIC.

A deputation comprising wine merchants, brewers, etc., and others affected by the determination of the Council to enforce the by-laws in respect to the lowering of casks, etc., whereby obstruction is caused to pedestrian traffic, waited upon the Lord Mayor in October last with a view to submitting representations with a view to a modification of the provisions of such by-laws.

The deputation explained the difficulties arising from the enforcement of the by-laws, more especially from an importer's point of view, seeing that under the Customs regulations the bonded stores were only opened daily between the hours of nine o'clock in the morning and five o'clock in the afternoon for the delivery of imported goods. This being so, it was a matter of impossibility to comply with the Council's recently published regulation, and to deliver imported goods to customers between the hours of twelve o'clock midnight and eight o'clock in the morning. Furthermore, from the brewer's standpoint, an enforcement of the regulation would undoubtedly mean that the delivery staff would have to be doubled. In this connection it was pointed out that there are as many as three hundred and sixty houses to be supplied by brewers, as many as forty draymen being employed to do the work. With the object of assisting those interested, it was suggested that the area referred to in the Council's regulation in which the delivery was prohibited between eight o'clock in the morning and twelve o'clock midnight should be reduced, and that the following streets should be exempted from the operation of the regulation, viz., Harris Street, Cleveland Street, Abercrombie Street, and all streets west of Goulburn Street, and all streets east of Hunter Street.



In the opinion of the deputation these streets were not so congested as streets in the central portion of the City. They therefore considered that the regulation should be confined to the principal City thoroughfares, where pedestrian traffic was greatest, and that the time should be extended by an additional half-hour being allowed in the morning. In further explanation, it was pointed out by those members of the deputation representing the Wine and Spirit Dealers' Association that the only possible way in which the regulation could be complied with, having regard to the Customs regulations, would be to take delivery of the goods from the bonded stores during the hours as laid down by the Customs Department, and then remove these goods to a store and make delivery to customers on the following morning, but the adoption of this course was beset with difficulty and would result in loss to those concerned. At the same time the deputation were desirous of meeting the Council in every possible way.

The Lord Mayor, in reply, stated that the regulation to which exception was taken by the deputation had arisen on account of the numerous complaints received from citizens with regard to obstruction, but if the tradesmen concerned would avoid causing obstruction to traffic he was certain there would be no cause for taking action against them. The traffic must be unobstructed, and people must not be driven, as it were, from the footways, especially within the busy tram area of the City. His Lordship further stated that he would take the earliest opportunity of laying the representations made by the deputation before the Health Committee and setting out the difficulties that have arisen in connection with the delivery of goods.

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#### DEPUTATIONS—CATTLE SALE YARDS.

A deputation representing the Homebush selling agents waited upon the Lord Mayor in October last with reference to certain matters affecting the Flemington Sale Yards.

As representing the pastoralists of the State, the deputation felt that they were justified in approaching the Council and asking that repairs should be effected in the sheep portion of the yards immediately, its state at present being such that sheep were submitted at auction in a very uneven condition. The deputation also urged that the accommodation at the yards was insufficient. The agents, on their part, were very anxious to increase the trade of the Sale Yards, and they consequently asked that the accommodation should be made as extensive as possible. The new yards that had been erected had given satisfaction to the agents in every direction, with the exception of the accumulation of dust and sweepings allowed to remain in the drafting yards, and the deputation therefore requested that better attention might be given to the cleanliness of the yards in order that they should present a clean appearance on sale days especially.

The deputation also referred to the remarkable increase in the lamb trade, as many as twelve thousand being forwarded for one sale day, principally for the export trade, and in considering the provision of additional accommodation the requirements for the lambs portion

of the yard should not be forgotten, and in this connection it was suggested that the new yards should be divided, as that would meet the case.

The deputation next directed attention to the inadequate light, as under present conditions the sheep could not be classed on arrival during the night, whereas if electric light could be provided such provision would greatly facilitate matters in all directions, and they therefore asked that better light should be provided as early as possible.

With regard to the condition of the Sale Yards generally, the deputation made reference to the alteration which had been made in turning the cubes, and expressed their satisfaction at the results. Portions of the yards, however, were still in a very slippery condition, the lower end particularly, and at times cattle were seriously injured in consequence. The deputation considered that if the system of turning the cubes were continued it would be of great assistance to them.

Another matter which was recognised as one of the greatest importance requiring immediate attention, not only by the selling agents but also by the owners of stock, was the number and health of the dogs permitted to roam in the yards. To remedy the cause of complaint in this direction and provide the necessary safeguards, the deputation desired that regulations should be made and by-laws framed to the following effect, namely :—

1. Every dog in the yards to wear a collar, with the owner's name thereon.
2. No drover to be allowed more than two dogs in the yards.
3. All dogs that are not working to be tied up.
4. No mangy or diseased dogs to be allowed in the yards.
5. No dogs to be allowed in the yards where a sale is in progress.
6. The City Council to provide a shed with water to accommodate the dogs.

The deputation next enlarged upon the important question of the transfer of the abattoirs to municipal control, the present system, according to the deputation, being a disgrace, and they expressed their unanimous view in favouring a site for abattoirs on the Parramatta River, and pledged themselves to assist the Council by every means in their power in expediting the matter to a satisfactory conclusion.

The Lord Mayor, in replying, expressed his pleasure in meeting the deputation. With regard to the abattoirs, he explained that the matter had not been lost sight of by the Council, every possible step having been taken to get the question properly brought before the Legislature. With the object of making greater progress than would be the case by proceeding under the Sydney Corporation Amending Bill, which contained numerous provisions, many, no doubt, of a more or less contentious nature, a short Bill had been prepared dealing with the abattoirs question alone, and immediate action would be taken with a view to obtaining the necessary Parliamentary sanction during the current session. In relation to the other matters referred to by the deputation, the Lord Mayor promised to communicate with the Railway Commissioners to see if it was possible to get a further extension of that department's electric lighting system from the Clyde Generating Station,

and that the other questions would be referred to the proper officers for reports thereon prior to being submitted to the respective Committees entrusted with such matters.

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#### DEPUTATIONS—NEW HORSE SALE YARDS.

In October last a deputation representing the Homebush Selling Agents waited upon the Lord Mayor with regard to the necessity which existed for the erection of horse sale yards.

It was urged by the deputation that the Horse Sale Yards at Camperdown were inconvenient in many respects, there being owners who were afraid to negotiate sales through the Camperdown yards, and consequently a good many sales were missed. The Homebush Selling Agents' Association had made an offer to the Council for the erection of horse sale yards by the Association, and the Council had plans prepared, but the matter eventually appeared to have been overlooked. As to the importance of establishing better yards, the deputation directed attention to the number of sales taking place from time to time in the country centres compared with the sales in the metropolitan area; and as the present yards were inadequate and inconvenient, the deputation urged that improved yard accommodation should be provided for receiving horses and for their export, as the deputation felt sure that it would be a profitable investment for the Council if yards of the description named could be provided. One particular point emphasised by the deputation was that great inconvenience is caused at present by the improbability of being able to offer horses for sale in the yards after the trucks had been secured for constituents in the country, as other agents might have the yards engaged for that particular date.

The Lord Mayor, in replying to the request preferred by the deputation, intimated that he fully sympathised with their suggestion that adequate horse sale yards should be provided in immediate contiguity to the Cattle Sale Yards at Homebush, and he would take the necessary steps to introduce the matter before the Finance Committee, with a view to the necessary amount being placed on the estimates for the next financial year.

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#### DEPUTATIONS—RETENTION OF HORSE SALE YARDS.

In October last Messrs. William Inglis and Son, stock and station agents, waited upon the Lord Mayor to submit certain representations with regard to the Camperdown Horse Sale Yards. It was urged on behalf of the firm named that as they sold nearly the whole of the horses that pass through the Camperdown Yards it was only fair to themselves and their constituents that their side of the question should be submitted to the Lord Mayor, whilst it was admitted as an argument in support of the retention of the Sale Yards at Camperdown that after an extensive experience in the horse business extending over thirty years, during which the firm had done a very large trade through the Camperdown

Yards, to remove them to Flemington would be a serious interference with the horse trade which has been so long established at these yards, and result in serious loss and inconvenience to all concerned. They also contended that Flemington is too far from the City for horse sale yards; in fact, in none of the States are the yards so far out as Camperdown; but in Melbourne, Adelaide, and Brisbane they are right in the City. Furthermore, Camperdown is well established, it is easy of access, buyers being able to drive out in a few minutes, or jump on a tram which passes the yards every three minutes, and if they wish to purchase can do so and be back in town within a reasonable time, and if they see nothing to suit them they can get back to their businesses in a few minutes. Again, they were convinced that if the yards are removed to Flemington they would not get the large number of private buyers, business men, brewers, carriers, millers, and contractors and others to attend the sales as at present, the result of which will be that sales will be poorly attended and owners not getting satisfactory competition from a representative audience as they do now will sell elsewhere, and the number of horses sent to market will be reduced rather than increased. Another thing they urged that would deter buyers from going to Flemington would be the expense and inconvenience they would be put to in getting their horses into town, and in support of this statement they claimed that it would be generally admitted that two-thirds of the horses purchased come into the City. It was also alleged that no action was being taken with reference to establishing yards at Flemington by the sellers or buyers of horses, the agitation coming from a number of fat stock salesmen who sell very few, if any, horses, and they state that they are anxious to make Sydney an important centre of horse dealing. Messrs. Inglis considered that the fat stock salesmen would like very much to see extensive horse yards established at Flemington, where their interests lie, having their offices and paddocks adjoining the yards, and owning, as some of them do, a large quantity of land immediately adjoining. Reference was also made to the fact that the Homebush Selling Agents had mentioned that large sales of horses were being held in the country, the inference being that if good yards were erected these horses would come to Sydney. In opposition to this statement, Messrs. Inglis had no hesitation in informing the Lord Mayor that such would not be the case; horses are not sent to country sales because the yards are good—for in many cases the accommodation is far from good—but these sales, it is alleged, are held because country agents are building up businesses in the horse line in various centres, and it is these men, according to Messrs. Inglis, who work up the sales by soliciting consignments from breeders in their own locality, and also in many cases sending out buyers to pick up animals for the sales, added to which many owners in the country prefer to send their horses to country sales, as they, it is alleged, can drive them into the yards and thus save the expense of trucking to Sydney; and further, if they do not like the prices offered they can easily drive their horses home again and let them wait for a more favourable market, whereas when they come to Sydney they must sell or incur very heavy expense in sending them back. It was stated that in Victoria owners have shown such a strong inclination to offer horses as near home as possible that the two horse-selling firms in Melbourne have established yards in all the important centres in the country districts. Messrs. Inglis also stated that they considered that the question of establishing horse sale yards is not one for the City Council, but for private enterprise, as is the case in all the other States, and they therefore contended that it



would be fair and equitable to all parties concerned for the City Council to see that the present yards at Camperdown are made up to date in every way ; this they guaranteed will be done free of expense to the Council provided an assurance is given that the yards will not be interfered with. With regard to the offer made by the Homebush Selling Agents that they would be willing to construct the yards themselves, as the establishing of yards at Flemington would bring about such a vast improvement in the horse trade, Messrs. Inglis saw no objection to the Council giving permission to do so, but on the same terms as at Camperdown and other private yards, namely, that the full yard dues be paid to the City Council. As evidence that the firm of Messrs. Inglis were in a position to know something of the Sydney horse trade, and also that they represent a large number of owners, the proprietor of the Camperdown yards has furnished a list of horses sold at Camperdown by the various agents from 1st January to 30th September, 1904. During this period, according to the list submitted, Messrs. Inglis and Son sold 4,914 ; Messrs. Pitt, Son and Badgery, 167 horses ; Messrs. Hill, Clark and Co., 27 ; Messrs. Weaver and Perry, 61 ; and Messrs. Joseph Leeds and Co., 10 ; making altogether 5,279. It was further pointed out by Messrs. Inglis that at present the City Council receives an income in the shape of yard dues from the Camperdown yards of approximately £300 per annum, that is putting the number of horses at 6,000 at one shilling per head ; but if the Council erected yards themselves they would lose this income, as assuming the yards cost, say, £2,000, this would be £100 per annum at five per cent., and allowing £50 per annum for wear and tear and £100 per annum for a suitable man to supervise the yards, and the sales made £250, which they considered a low estimate. They finally asked that no steps should be taken to prohibit sales being held at Camperdown, especially when they undertook to say that the yards will be made up to date in every way ; but if yards are built at Flemington and those at Camperdown not interfered with, they were perfectly confident that the Flemington yards would prove to be a white elephant.

The Lord Mayor, in reply to the representations made, intimated that he would submit the whole question to the Finance Committee for consideration at an early date.

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#### DEPUTATIONS—AGISTMENT OF STOCK, MOORE PARK.

A deputation comprising Mr. Dacey, M.L.A., and a number of residents of the boroughs of Alexandria and Waterloo, in the neighbourhood of Moore Park, introduced by Alderman Kelly, M.L.A., waited upon the Lord Mayor in October last with reference to the right or privilege of grazing stock on portions of Moore Park, other than the portion which had been leased by the Council. It was alleged on behalf of the deputation that under existing circumstances the residents of the vicinity mentioned were barred from grazing their stock, horses principally, on certain portions of the Park, a privilege which they had long enjoyed and of which they had recently been deprived without any cause being assigned. It was further stated that the residents in the vicinity had to contend with the smoke and stench arising from the Destructor, and had hitherto treated the privilege of being allowed to graze their stock on

the Park as compensation for the annoyance. The desire, as expressed by the deputation, was that the residents in the vicinity might be allowed to agist stock on that portion of the Park surrounding the Destructor, and it was further stated that they were quite prepared to pay the customary agistment fee.

The Lord Mayor, in reply, stated that he would have been in a much better position to have considered the grievances under which it was alleged the deputation suffered if he had been acquainted with the nature of their requirements prior to their attendance, but he would cause full enquiries to be made into the matter and forward the representations made to him by the deputation to the Health Committee with a view to reconsidering the whole matter relating to agistment of Moore Park.

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### DEPUTATIONS—LEGISLATIVE POWERS.

Acting under a resolution of the Council, a deputation consisting of the Lord Mayor and a number of Aldermen waited upon the State Premier, the Hon. J. H. Carruthers, M.L.A., early in November last, with regard to suggested legislation and departmental action the Council deemed desirable in the light of experience in the interests of the City.

The Lord Mayor, on behalf of the deputation, intimated that the following matters required consideration:—The introduction of an Amending Bill promoted by the City Council to amend the Sydney Corporation Act; the introduction of a Bill promoted by the City Council to prevent Smoke Nuisances; the introduction of a City Parks Bill by the Government giving the City Council control over the public parks—Hyde Park, Phillip Park, Cook Park, and Wentworth Park; the introduction of a Bill promoted by the City Council to provide for the better Housing of the Working Classes; the handing over to the Council by the Government the area known as the Rocks Resumption Area, section by section and to make arrangements whereby a sufficiently long tenure of the baths at Woolloomooloo might be secured to justify the Council in expending a considerable sum in improvements and bringing the baths up to date. In laying these important matters by deputation before the Premier, the deputation urged that if at all possible the general Amending Bill should be introduced during the current session of Parliament. In this Bill the Council sought for extended powers in many directions, but principally in regard to giving the City Council the right to control private lanes and rights of way on the Council taking them over for maintenance; power to rate certain premises and buildings; the right to control and condemn the inner walls of buildings, this power having been rendered imperatively necessary consequent upon the action taken by the proprietors of the Golden Gate Athletic Hall in their opposition to the reasonable requirements of the Council in the interests of public safety; the right to recover rates from bodies which are now exempt—not churches and chapels and charitable institutions, but buildings which should come under the process of rating, and which at present do not contribute anything by way of municipal taxation; the right to amend certain defects in rating powers; the right to resume land for municipal purposes; the right of licensing under certain defined conditions; the right to make the rates a charge upon the land, and

better means to effect recovery of rates ; the right to prohibit street betting ; the right to regulate overhead wires ; the right to regulate boardings, signs, and bill-posting ; an amendment in the method of electing members of the Metropolitan Board of Water Supply and Sewerage, and the Metropolitan Fire Brigades Board, under which the term of office on the Board would be conterminous with the term of Aldermanic election ; power to deal with balances of loans ; power to establish a sick and provident fund and other minor amendments of the existing law ; the right to contribute from the City Funds towards the establishment and maintenance of a dispensary for consumptives ; and to extend the period of Aldermanic office from two years to three years, and thus bring the municipal term of service into line with kindred municipal institutions, there being no other known instance in the municipal world where the term of municipal service is restricted to two years.

With regard to the Bill which had been submitted to the Hon. the Premier, and under which it was proposed to confer power upon the Council to make provision for the better housing of the working classes in the City, the deputation urged upon the Premier the necessity which existed for remodelling certain areas of the City with a view to an improvement of the conditions for the housing of the working classes, and the deputation felt assured that the importance of the object in view would commend the subject matter of the Bill to the Premier.

In the matter of the Smoke Nuisance Prevention Bill, to which incidental reference had been made, the difficulties now existing, and which rendered prosecutions abortive, as it was practically impossible to secure a conviction in the existing defective state of the law, were fully explained to the Premier, and that in promoting a short Bill and eliminating the provisions from the Amending Bill under which general powers were sought, the Council entertained the view, having regard to the urgency of the matter in the interests of public health and the suppression of nuisances, that a short Bill containing a few remedial clauses could be passed without difficulty during the current session of Parliament, and the good offices of the Premier were accordingly solicited in this direction.

With reference to the Council having power to control the abattoirs and to resume land, etc., for the purpose of establishing new ones, the subject had been fully discussed on previous occasions, and the deputation made reference to the position in which the matter stood in relation to the report of the Standing Committee on Public Works, as presented to Parliament nearly three years ago.

The deputation, through the Lord Mayor, strongly urged that for the preservation of the public health, and the furnishing of a proper meat supply to a large City like Sydney, with the advantage and security afforded by a thorough system of inspection, the control of the abattoirs should be vested in the Council, and to this end the Council had determined to promote a Bill dealing with the subject, and under which it was proposed to authorise the Council to borrow the necessary money to erect a proper up-to-date abattoir, the buildings to be subject to the approval of the Board of Health as the central health authority, and in addition the Council would be prepared, should the powers applied for be granted, to provide a suitable meat market, and to undertake the entire financial responsibility of the management of the abattoirs and appurtenances, believing that they could be managed efficiently and

economically and with much better results generally than is possible under the present system.

In relation to the control of the public parks, the deputation had been informed that a Bill was being promoted under the auspices of the Minister in charge of the Lands Department, under which it was proposed to vest the control of Hyde Park, Phillip Park, Cook Park, and Wentworth Park in the City Council, a subsidy of five hundred pounds per annum being provided towards the maintenance of Hyde Park, Phillip Park, and Cook Park, and a sum of two hundred and fifty pounds per annum being provided as a subsidy for a period of five years towards the maintenance of Wentworth Park. The deputation expressed the hope that as these proposals had received the approval of the two immediate predecessors of the present Minister for Lands, the Bill referred to would commend itself to the judgment of the Premier, and that a strong effort would be made to have it placed on the Statute Book during the current session of Parliament, and in support of the Council's request it was stated that the necessity for the control of the parks being vested in the Council was plainly apparent, and was desired for various reasons more or less obvious ; and furthermore, in the case of Hyde Park, the Council would if given the requisite statutory powers of control, widen and greatly improve Elizabeth Street, an improvement which was much desired and which would conduce to the convenience of the public.

With regard to the request to be allowed to take over the Rocks Resumption Area, section by section, the deputation pointed out that the Council could not afford to take over the whole of the area at once, as they felt the Council would not be justified in embarking upon so enormous a speculation upon their present limited resources, seeing that such a course would involve an outlay of about one million sterling, and to obtain a loan for this amount would cripple the Council's resources. They were, however, prepared to take it over section by section and remodel it by degrees, repaying to the Government in advance the price it has paid for each section before entering upon the work of remodelling it, the first section to be undertaken to be the block bounded by George Street, Grosvenor Street, Harrington Street, and Globe Street, and they asked that this suggestion might be adopted and that Parliament should confer powers upon the Council to sell outright or to lease up to ninety-nine years the land when remodelled. The adoption of the Council's suggestions would tend to beautify and permanently improve that part of the City, and the Council would be prepared to give any necessary undertaking to acquire the whole of the area in sections from time to time.

The question of the baths in the Domain, known as Farmer's Baths, Woolloomooloo, had recently been brought under the notice of the Council by means of a communication from the Lands Department enquiring if the Council would have any objection to the unexpired term of their holding being controlled by the Sydney Harbour Trust Commissioners, as the baths were below high-water mark, in substitution for the Lands Department. Before assenting to the suggested transfer from the Lands Department to the Sydney Harbour Trust, the Council, as tenant, desired to have an assurance from the Premier with regard to security of tenure, and if this assurance was forthcoming the Council would be prepared to immediately expend the amount necessary to rebuild and improve them.



The deputation finally asked that the Premier would give careful consideration to the several requests which had been preferred, and promote and expedite the required legislation as much as possible, while at the same time taking such other action as might be desirable or considered necessary.

The Hon. the Premier, in reply, stated that while sympathising in many respects with the objects in which the deputation were interested, and to which his attention had been directed, he could not hold out any reasonable hope of getting an Amending Corporation Bill through Parliament during the remainder of the session, as the time was now exceedingly limited. But little more than three weeks remained, and this would all be taken up by necessary work that could not under any circumstances be postponed; therefore, under the pressure of public business, it was not possible to accomplish the desire of the deputation in relation to the Amending Bill. The same observations also applied to the Bill providing for provision being made for the better housing of the working classes, and this Bill, therefore, notwithstanding its acknowledged importance and necessity, would have to stand over for the present. What might be possible this session was the handing over of the parks, and the passage of the Smoke Nuisance Abatement Bill. With regard to the latter, he thought that the best way to accomplish the wishes of the Council was to have the Bill introduced into the Legislative Council, and he suggested that immediate steps should be taken to have this done, and when the Bill came to the Legislative Assembly he would endeavour by every means in his power to expedite its progress. As regards the vesting of the control of the parks in the City Council, the question of subsidy was one which he thought ought not to be considered, seeing that City life has progressed to such a stage that the Council, in his judgment, ought to be willing to maintain the public parks without expecting the rest of the taxpayers to contribute. The Domain would continue to be maintained by the Government, but Hyde Park was merely a lung of the City. It should be greatly improved and lighted by electricity, and bands should play there at night, and these matters were essentially City matters. In regard to the question of control and management of public parks, he believed that these were matters which came under municipal administration, and he would confer with the Minister for Lands Department and see what could be done to further the progress of the bill during the present session.

As to the abattoirs, they were admittedly a municipal institution, and he was thoroughly in favour of handing them over to the Council. Abattoirs were a municipal institution which should be regulated by the City. But the handing over of the abattoirs would, as the deputation had foreseen, require legislation, otherwise he would write a minute vesting them in the City Council. The Government did not want them, and as their management was purely a municipal matter, the Government would be quite willing to hand them over to the Council. The abattoirs would, however, have to be removed to another and more suitable locality, and be much improved in various ways. If there was any opportunity to get the necessary Bill through this session he would do what he could to push matters forward.

With regard to the Rocks Resumption Area, he had not yet quite made up his mind as to the exact course to be pursued. He had lately made a tour of the district and had been much impressed with the fact

that though the present handling of that area did not commend itself to anybody, it might be handled with advantage so as to be one of the best parts of the City ; but he did not believe in the proposal submitted as to transferring the area piecemeal to the City Council, and he thought the Council ought to take it over as a whole. There was too much dual control and divided authority already, and he had no desire to accentuate the trouble. Indeed, it would be far better for the Council to come forward with a definite, straightout proposal to take over the area lock, stock, and barrel. It had been said that the Council might experience difficulty in obtaining the money required, but he thought there would be no need to raise a loan, as the Government had already done so on the property, and he thought it was merely a matter of transferring the liability. As to the suggestion which was interjected with regard to taking up the Council's debentures, he would be favourably inclined to consider the suggestion, but he did not think any insurmountable difficulty would be disclosed if the Council went into the matter. He, however, strongly objected to the proposal to make the transfer by instalments, as he thought a scheme could be evolved by which the Council could deal with the area in a methodical and business-like way, and reconstruct the area while also paying back the money they found it necessary to borrow ; but, as he had already stated, he did not think there would be any difficulty in arranging about the finances. But he would be glad if the Government got rid of the area ; the place had not been improved, and it was worse to-day than when it was taken over. On the question of the Woolloomooloo Baths, it would be necessary for him to make some further inquiries into the matter, and he was not therefore in a position at that time to give an answer to the deputation, but he would forward an answer in a few days. Finally, the Premier promised that all the matters laid before him would have his careful consideration, and as far as possible he would endeavour to meet their views.

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#### DEPUTATIONS—OXFORD STREET WATERING, Etc.

A deputation introduced by Alderman Mackey, representing the property owners and residents in Oxford Street, waited upon the Lord Mayor in November last with regard to the dust nuisance in Oxford Street, and to request the Lord Mayor to issue instructions that steps should be taken to comply with the Council's orders so that the nuisance complained of might to some appreciable extent be abated.

The deputation, in support of the request preferred by them, stated that it appeared that the instructions issued by the Council with regard to the treatment of Oxford Street had not been carried out as intended by the Health Committee and the Council. The deputation had received information that instructions had been issued that sprinkling was to precede the revolving brooms, and owing to this instruction not having been carried out, serious trouble, inconvenience, and annoyance had been caused to occupiers of property in Oxford Street. The thoroughfare was a most important one, being one of the principal arteries of the City, and was the scene of considerable vehicular and

pedestrian traffic, and it suffered considerably from the dust nuisance, and the deputation trusted that immediate steps would be taken to mitigate the nuisance to which the residents were unfortunately subjected. Furthermore, it was urged that when the streets are watered a certain element of danger arises with regard to horses, and the deputation considered that the best thing to do so as to obviate this danger and prevent possible accidents from arising would be to have the street tarred and then sprinkled with metal grit, by which means a reasonably secure foothold would be afforded to horses.

Alderman McElhone, Vice-Chairman of the Works Committee, being accorded permission to make a statement, said that it was fully acknowledged that Oxford Street was one of the most dangerous thoroughfares in the City, and the only possible solution of the difficulty which was being experienced was to comply with the request of the deputation as regards tar and water. The deputation, however, ought to understand very clearly that one of the greatest and almost insurmountable difficulties which the Council had to contend with was the restriction placed upon the Council by the Metropolitan Board of Water Supply and Sewerage in respect of the use of water for street cleansing, flushing, and dust-laying purposes. In Melbourne the system provided for a boy with a short length of hose being told off to a certain part of the City with instructions to flush the street, and, when flushing, the flusher does not give precedence to the traffic, as is done in Sydney, and which many thought a mistake. The Tar Distillation Plant recently established by the Council was working well, and so far, it might be said, without prejudice to the completion of the contract, was giving excellent results. The Railway Commissioners, and those responsible for the management of the Tramways Department, had taken considerable interest in the establishment and working of the Tar Distillation Plant, and unofficial intimation had been received that as soon as the plant now working had passed through the elementary stages and was in good working order, it was anticipated that the Tramways Department would encourage the use of tar on the streets throughout the City, subject to arrangements being made as to price. On the list of streets to be topdressed with tar, Oxford Street stood first after Castlereagh Street, and it was believed progress would be made at an early date, and thus the cause of complaint would be removed.

The Lord Mayor, in reply, stated that he recognised the requirements of the deputation, and he promised that as soon as Castlereagh Street was topdressed he would see that Oxford Street was attended to as desired by the deputation.

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#### DEPUTATIONS—THE SYDNEY UNEMPLOYED, No. 4.

A deputation representing the Sydney unemployed waited upon the Lord Mayor towards the end of November last to urge upon him the necessity which existed for providing some means of employment for them before Christmas.

On behalf of the deputation, it was stated that those attending represented some hundreds of men who were quite unable to obtain

employment of any kind, notwithstanding repeated attempts in many directions, and that the principal object which the deputation had in view was to solicit the advice of the Lord Mayor, they having been deputed to do so at a meeting of some two hundred unemployed held on the previous evening, and that about three hundred and ninety children were dependent on those comprising the meeting.

The Lord Mayor, in reply, expressed his sympathy with the deputation and the unemployed whom they represented, and also his deep regret that they had been unable to procure employment. With a view to ascertaining if anything could be done, even in a small way, in giving some employment, he had arranged with a conference of the heads of the departments at an early date, when the question of ways and means would be considered, and the character of the work which could be undertaken. As regards the outcome of such conference, it was hoped that a scheme of some sort would be evolved, although some difficulties would no doubt present themselves as to the men to receive such employment, seeing that the numbers would be restricted owing to lack of funds. In this connection it was suggested that in the event of work being available even to a very limited extent, those of the unemployed actually resident within the City should receive preference, and that this preference should again be regulated according to the number of children depending upon the applicants, and, generally speaking, this course commended itself to the judgment of the deputation. The Lord Mayor promised to expedite the matter by every means in his power, and trusted that he would be in a position to give the deputation a favourable reply at an early date, although he again had to emphasise his former statement that any work provided would be of a temporary as well as a limited character as regards the number of them to be employed.

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#### DEPUTATIONS—ZOOLOGICAL GARDENS LEASE.

In December last a deputation of members of the Council of the New South Wales Zoological Society, including Alderman A. G. Ralston, waited upon the Lord Mayor with regard to the lease of an additional area of Moore Park for the purpose of an extension of the Society's Gardens.

The deputation stated that in consequence of their President, Dr. Rundle, being prevented from attending owing to serious illness in his family, they had been unable to hold a meeting prior to waiting upon the Lord Mayor to consider the terms and conditions of the lease proposed by the Council, and under the circumstances they were therefore obliged to ask for a postponement until a later and more convenient date, which request was granted by the Lord Mayor.

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#### DEPUTATIONS—STREET EXCAVATIONS.

A deputation introduced by Alderman Lindsay-Thompson, representing certain tradesmen and shopkeepers in King Street, waited upon



the Lord Mayor in December last with regard to the annoyance and inconvenience which was being occasioned at a season of the year which was especially important to them by the excavations which were being carried on in immediate proximity to their premises. The deputation requested that the Lord Mayor should, if possible, make immediate arrangements whereby the execution of any works involving obstruction of the public footpath should be deferred until after Christmas, or as an alternative, if the carrying out of the works was imperatively necessary, that work by day and night should be made compulsory, so as to minimise the annoyance and inconvenience to which tradesmen were subjected at the time.

The Lord Mayor, after conferring with the Town Clerk, the City Surveyor, and the City Health Officer, stated that he had ascertained that the works in respect of which complaint had been made were being carried out by a firm of contractors over which the Council had no control, and that the works were rendered imperatively necessary in the interests of public health, seeing that a plague rat had been found in the vicinity, and owing to this fact a notice had been served under the authority of the Council. The Council could not, under the circumstances, proceed to nullify the notice served under its authority, neither was the Council in a position to interfere with a contractor, as the Council might be mulct in damages consequent upon such interference. It was true, as pointed out by the Town Clerk, that under the provisions of the by-laws it is provided that no person shall in, on, over, or above any public way in the City use or throw any sand, paint, or other matter or thing for the purpose of the construction, completion, repair, cleansing or adornment of any building in the City to the annoyance, inconvenience, or danger of persons passing upon such public way. Having regard, therefore, to the provisions of the by-law, the persons offending could be prosecuted to that extent, but this would not remove the obstruction. The Lord Mayor, however, promised that an effort would be made to induce the contractors to carry out the work by day and night, but in making such promise it was pointed out that the Council has no power, express or implied, to enforce any instruction to that effect.

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#### DEPUTATIONS—STREET CLEANSING AND MAINTENANCE.

A deputation from the Commercial Travellers' Association, consisting of the President and Secretary of the Association, and representatives of the following firms—Messrs. Hoffnung and Company, Messrs. Alcock Brothers, Messrs. J. B. Tickle and Son, Messrs. Paterson, Laing and Bruce, Messrs. Robert Reid and Company, Messrs. A. McArthur and Company, Messrs. Selig and Company, and the Manufacturers' Agency Company—waited upon the Lord Mayor in December last with the object of expressing their appreciation of the condition of the City streets.

The deputation stated that it was a pleasing duty to wait upon the Lord Mayor in his representative official capacity without being under the necessity of preferring any complaint. The desire and object

of the deputation was not to complain, but to express on behalf of a large body of City travellers their hearty appreciation of the manner in which the streets had been maintained and the dust nuisance allayed during the past two years, notably in Pitt Street, King Street, and Crown Street.

The members of the Commercial Travellers' Association knew from daily experience where the good and bad thoroughfares were situated, and as the Commercial Travellers in the pursuit of their business avocation had to regularly traverse the streets of the City, the condition of the streets became impressed upon their minds from actual observation, and they were consequently impelled to wait upon the Lord Mayor and express their view that the credit which was due should be given to the City administrators for the excellence of the work in the maintenance of the streets and the abatement of the dust nuisance which had characterised their work during the past two years, and they hoped that the good work would continue. The deputation also desired to congratulate the Lord Mayor and the Council upon the excellent public convenience which had been completed near the Railway Station, and which, they trusted, was but the forerunner of others of a similar type in other parts of the City where the establishment of such conveniences was a great necessity.

The Lord Mayor, in reply, thanked the deputation for waiting upon him to express their views, and also for the terms of appreciation in which the Commercial Travellers' Association, a truly representative body of astute business men, had recognised the efforts put forth by the Council to maintain the streets in a satisfactory condition, both as regards upkeep and cleansing, the latter being a necessary corollary to efficient maintenance.

The generality of deputations usually waited upon the Lord Mayor to prefer requests in the way of suggested reform or to make complaint, and it was very unusual indeed for any deputation to come forward, especially in a representative capacity, to acknowledge any good service rendered, or express satisfaction with any work which had been carried out; indeed the object of the present deputation was quite unique in character. When he took up the responsibilities of office on the first day of January, he had a predominating desire to give particular attention to the cleansing of the City streets, the effect of efficient street cleansing being to afford a certain amount of protection to property, and to improve the general conditions affecting public health. He consequently called the administrative staff together and strongly impressed upon them the great and increasing importance of the matter, and that, more than anything else, the sanitary condition of the City should be attended to, not in any perfunctory way, but regularly and efficiently. It would therefore no doubt be a cause of gratification to the deputation, as it had been to him, to be advised on the unimpeachable authority of the City Health Officer that during the current year there had been a remarkably low death rate, a death rate not only below the average death rate but abnormally low. When the statistics were published at the end of the year he was sure that they would be of a most gratifying character from the public health standpoint, inasmuch as they would indicate a marked improvement by a considerable decrease in the mortality returns, in addition to a very appreciable reduction in the number of cases of infectious disease. With reference to the

important question of public conveniences being provided in suitable positions, the Council fully recognised the necessity which existed, and it was part of a settled policy having for its object the erection of more of these conveniences, which would still further meet the requirements of the public.

In conclusion, the Lord Mayor stated that he was pleased that the deputation had decided to wait upon him, for it clearly showed that one section of the community at least recognised that some good work had been done, and it would be a great encouragement to the Council to know that their efforts were appreciated, and as for him, personally, he could only say that he was in hearty accord with their desires to have good and well-kept thoroughfares, and to have good approaches to and exits from the City, for first impressions were everything in these matters, and bad streets condemned a place in the eyes of visitors.

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### COUNCIL AND COMMITTEE MEETINGS.

During the eleven months ended 30th November last, 174 meetings were held. Owing to the provisions of a new-by-law (No. 40), which was inserted in the consolidated code gazetted last year, the meetings of Council were not so protracted as in previous years. This by-law provides as follows :—

Any meeting of the Council which has sat continuously for three and a-half hours shall stand adjourned unless a majority of the members of the Council then present by vote on question put from the chair, without motion, determine to continue the sitting, provided always :—

- (a) That whether the sitting is continued or not, unopposed business shall be taken before the Council shall adjourn.
- (b) That no opposed business shall be taken if, at any time after such continuous sitting, the number of members present shall be less than the majority of the whole Council.
- (c) That no business shall be deemed to be opposed unless objected to by one member of the Council.

In actual practice the operation of this by-law has proved very beneficial in expediting the proceedings of the Council, and only on two or three occasions has it been found necessary for the Council to sit beyond the stipulated time.

During the year there were two by-elections—Alderman McIvor being elected for Gipps Ward in the place of Alderman Nolan, deceased, and Alderman Crick, M.L.A., being elected for Belmore Ward in the place of Alderman J. D. Fitzgerald, resigned, and this accounts for the number of members being put down as twenty-six instead of the statutory number of twenty-four. In the case of Alderman Hughes and Alderman Lane Mullins regrettable illness in each case prevented attendance for a considerable period of the year, and affords sufficient and satisfactory explanation for their absence.

The following table shows the aggregate attendances of each member of the Council at the meetings of the Council and General Purposes Committee, and the ordinary Standing and Special Committees of the Council, with the total number of meetings convened, the highest possible attendance which any member could attain, and the percentage of attendance in each case :—

		COUNCIL.	General Purposes Committee.	Electric Lighting Committee.	Finance Committee.	Health & By-laws Committee.	Works Committee.	Special Committee.	Highest possible.	Total attendance.	Percentage.
		29	7	32	33	32	34	7	—	—	—
Alderman T. H. Barlow .. ..	27	4	—	7	8	—	—	—	101	46	45.5
Alderman J. C. Beer .. ..	25	6	—	—	—	31	—	—	70	62	88.5
Alderman W. P. Crick, M.L.A. ..	2	—	—	—	—	—	—	—	21	2	9.5
Alderman J. D. Fitzgerald .. ..	15	4	—	—	10	6	—	—	75	35	46.6
Alderman J. G. Griffin .. ..	27	6	24	21	—	—	—	—	101	78	77.2
Alderman J. Harris .. ..	25	6	—	—	—	—	—	—	36	31	86.1
Alderman T. Henley, M.L.A. .. ..	24	7	29	19	19	—	—	—	133	98	73.6
Alderman T. Hughes .. ..	22	6	23	23	—	—	—	—	101	74	73.2
Alderman Evan Jones .. ..	29	7	29	—	28	32	7	—	141	132	93.5
Alderman A. Kelly, M.L.A. .. ..	15	6	—	15	—	15	7	—	110	58	52.7
Alderman S. E. Lees (Lord Mayor) ..	29	7	5	4	3	1	1	—	174	50	28.7
Alderman R. Mackey .. ..	22	5	26	18	18	—	7	—	140	96	68.5
Alderman R. D. Meagher .. ..	19	5	—	—	23	22	7	—	109	76	69.7
Alderman A. McElhone .. ..	27	7	31	—	28	34	—	—	134	127	94.7
Alderman G. McIvor .. ..	14	1	—	—	—	15	7	—	77	37	48.05
Alderman J. Lane Mullins .. ..	26	6	22	30	—	—	6	—	108	90	83.3
Alderman P. Nolan .. ..	7	5	—	—	—	6	—	—	34	18	52.9
Alderman A. G. Ralston .. ..	19	5	—	—	19	—	—	—	68	43	63.2
Alderman R. W. Richards .. ..	27	7	—	31	25	—	7	—	108	97	89.8
Alderman E. Milner Stephen .. ..	20	5	—	26	20	—	—	—	101	71	70.3
Alderman A. Taylor .. ..	29	6	32	33	—	33	—	—	135	133	98.5
Alderman E. Lindsay-Thompson ..	27	6	24	21	—	23	—	—	135	101	74.07
Alderman J. C. Waine .. ..	12	1	13	—	—	15	—	—	102	41	40.2
Alderman R. G. Watkins .. ..	25	6	17	18	—	17	7	—	142	90	63.3
Alderman T. J. West .. ..	27	6	—	—	23	29	—	—	102	85	83.3
Alderman Dr. Wilkinson .. ..	22	5	15	—	15	—	—	—	100	57	57.

In explanation of the foregoing it is but right to state, as has been stated on previous occasions, that while the Lord Mayor is by virtue of his office not only *ex-officio* a member of all Committees, but is the statutory chairman of all Committees, he is not called upon or expected to attend with anything approaching to the regularity which ought to characterise the elected members, and as a matter of practice it is not necessary for the Lord Mayor to attend except in cases of extreme urgency. It will be apparent that this explanation is necessary in order to account for any disparity which may appear in the figures representing the percentage of attendances.

The following furnishes a summary of the average attendance at meetings of the Council and Committees during the past year, nine being a quorum of the Council and General Purposes Committee, and five a quorum of the Standing Committees, the *ex-officio* attendances of the Lord Mayor being included in the aggregate and average attendances.

COUNCIL AND COMMITTEES.	Members.	Total meetings.	Aggregate attendances.	Average attendances 1904.	Average attendances 1903.
Council .. ..	26	29	563	19.4	21.2
General Purposes Committee ..	26	7	135	19.2	19
Electric Lighting Committee ..	12	32	290	9.06	9
Finance Committee .. ..	12	33	266	8.06	7.6
Health and By-laws Committee	12	32	239	7.4	8.2
Works Committee .. ..	14	34	279	8.2	8.07



As in previous years, in the interests of the staff, it is necessary to place on record the fact that in connection with the meetings of the Council and Committees of the Council certain of the principal officers of the Council and other members of the staff whose attendance, owing to the nature of the duties they are required to perform, is imperatively necessary at all meetings, have had their official duties extended beyond the usual hours of closing—in some instances to an abnormal extent, and in others to an extent equivalent to thirty-six ordinary working days solely in attending meetings. In 1902 these attendances were equivalent to forty-nine ordinary working days, and in 1903 to forty-three ordinary working days, so that in three years certain of the principal officers and members of the staff have been on duty for a period equivalent to one hundred and twenty-eight working days. This again, it should be borne in mind when questions affecting the staff are under consideration, is in addition to a large amount of time which, under existing conditions, must be given as overtime, not only under circumstances of extraordinary high pressure but as a matter of almost every day occurrence, in order, if possible, to keep the work well in hand so that there may be no accumulation. I am glad, however, to be able to state that in no single instance, senior or junior, has there been a failure or even a disposition to fail to respond to any call which has been made for extra services, but on the contrary I have always experienced a most hearty, unequivocal response which has been very gratifying.

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### ADMINISTRATIVE COMMITTEES.

The Committee system which was established some few years ago is generally regarded as having given satisfaction, and to have been productive of good results. It is true that at times there have been suggestions that the reference of matters to Committees is not fraught with advantage to the members of the Council as a whole, seeing that those members who do not happen to be on a particular Committee are not made acquainted with the business of that Committee until a report and recommendations are submitted to the Council. This is a condition of things which cannot possibly be avoided where any system of devolution or decentralisation is in operation, but under such circumstances it is the minimum of inconvenience which is likely to arise, seeing that on all important subjects a full report is submitted and all documents and papers accompany the report of a Committee and are laid upon the table of the Council for inspection. Furthermore, the minutes of the Committee are always available and are regularly laid upon the Council table, and the fullest enquiry and investigation is invariably courted.

With the voluminous mass of correspondence which is now received, and which, in many instances, requires prompt action, combined with the officers' detailed reports, it would be almost impracticable to deal therewith satisfactorily and with reasonable promptitude in any other way than under the Committee system. It has been suggested that a collective reference to a General Purposes Committee would meet all requirements, but in the light of the experience of the past three years I am satisfied this would be quite unworkable. It is well known that under the system at present in operation all correspondence, other than

that of a purely departmental or routine character, is submitted to one or other of the Standing Committees in accordance with the terms of the constitution of such Committees, and where possible the report of the responsible officer accompanies the correspondence. This system, whilst it ensures a fair and reasonable division of labour and responsibility, not only saves the time of members but it also saves time in administration, a not unimportant matter when the exacting nature of the duties devolving upon certain of the administrative heads of departments is considered. On the whole, therefore, it appears to be recognised that the advantages derivable from the existing system of devolution more than compensate for the disadvantages, and that the old order of things in this respect should not again be hastily reverted to.

The administrative Committees are five in number—namely, the General Purposes Committee, the Finance Committee, the Works Committee, the Health and By-laws Committee, and the Electric Lighting Committee, and last year these Committees considered and reported upon one thousand five hundred and seventy-eight different items.

Under the revised and consolidated standing orders and by-laws of the Council, which were approved and adopted by the Council in 1903, and approved by His Excellency the Governor with the advice of the Executive Council in 1904, an important departure from the custom heretofore prevailing was made in the provision contained in By-law No. 197. This by-law provides that the mover of any new reference to a Standing Committee shall be summoned to attend the first meeting of the Committee where the matter of such reference is considered, and if not a member of such Committee shall be entitled to be heard thereupon at such first meeting, but shall not, unless qualified as a member of the Committee, be entitled to take any further part in the consideration of the reference at either the first or any other subsequent meeting of the Committee. This provision is undoubtedly of much value in permitting a member not on a Committee to which a particular matter is referred to attend the first meeting of such Committee in order to explain and justify the reference; and although very little advantage has hitherto been taken of it, no doubt the value of the privilege will in time be highly appreciated.

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### GENERAL PURPOSES COMMITTEE.

The General Purposes Committee, presided over by the Right Honourable Samuel E. Lees, Lord Mayor, held seven meetings, the average attendance of members being 19·2, compared with 19 for the preceding year, and 17·4 for the year 1902.

The scope of the Committee comprises "all matters affecting the staff and other matters not specially relegated to any special Committee," pursuant to the reference made by the Council on the constitution of the Committee.

Although this Committee does not present an annual report of its proceedings, in this respect differing from all other Committees of the Council, the duties which in ordinary course devolve upon the Committee are in themselves sufficiently varied in character to make it an important Committee.

The most prominent matters which have been under the consideration of the Committee during the past year are those relating to the estimates of receipts and expenditure ; the appointment of a Chief Inspector of City Cleansing ; an enquiry into the watering of streets at night ; the width of the streets and lanes proposed to be made by the State Government in connection with the new Railway Station ; by-laws regulating the proceedings in connection with the election of Lord Mayor ; the proposed absorption of the Municipal Borough of Camperdown ; and the question of the dedication of a strip of land in Boundary Street.

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### FINANCE COMMITTEE.

The Finance Committee, presided over by Alderman J. Lane Mullins, held thirty-three meetings, the average attendance of members being 8·06, compared with 7·6 for the preceding year, and 8·4 for the year 1902.

The following are the subjects coming under the consideration of the Committee, pursuant to the reference made by the Council on the constitution of the Committee :—

- (a) To examine and certify for payment all vouchers and pay sheets, or any other accounts due by the Corporation.
- (b) To supervise the collection of the Corporation's revenue, whether from rates, dues, licenses, rents, or any other sources.
- (c) The conduct of all legal proceedings in which the Council may be concerned.
- (d) The management and letting of all Corporation properties (including markets, stalls, sale yards, shops and lands), and the issue of stock and other licenses.
- (e) All matters affecting the salaries of the staff.
- (f) The compilation of the yearly estimate of Corporation receipts and disbursements, to report to the Council from time to time what moneys are available for proposed works, and generally the management of all matters affecting the finances of the Corporation.
- (g) To examine all deeds, mortgages, leases, debentures, and such like documents, and to see to their safe custody, and to report to the Council all changes and suggested changes in respect to any or all of them.
- (h) The control and management of the Town Hall organ, and the arrangements of the visits of distinguished British and foreign organists.
- (i) The control of the municipal library.

The Committee's report on the work of the year appears in the appendices to the annual volume of proceedings, but it may be interesting to state that during the past year no fewer than four hundred and fifty-five different items engaged the attention of the Committee. The total

amount paid in wages during the year amounted to £94,770 13s, and accounts amounting to £190,070 3s 5d were examined and approved for payment, apart from urgency claims specially verified and reported on other than in the fortnightly abstract of accounts, in addition to the sum of £100,721 8s 5d, payments in respect of interest on Debentures and Sinking Fund accounts.

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### ELECTRIC LIGHTING COMMITTEE.

The Electric Lighting Committee, presided over by Alderman Thomas Hughes, held thirty-two meetings, the average attendance of members being 9.06, as compared with 9 for the preceding year, and 7.9 for the year 1902.

The following are the subjects coming under the consideration of the Committee, pursuant to the reference made by the Council on the constitution of the Committee :—

- (a) To supervise the construction of a system of public and private supply of electric light and power of the City of Sydney.

The Committee's report on the work of the year appears in the appendices to the annual volume of proceedings. During the past year two hundred and forty-eight different items came under the consideration of this Committee.

As pointed out last year, the completion of the constructional work in connection with the establishment of the Electric Light Undertaking will necessitate a revision of the duties to be allocated to this Committee. It was anticipated that this would have been done during last year; but as the constructional work was not completed, and as it was decided to duplicate the plant originally laid down, and also carry out large extensions in laying cables, the matter has, for the time being, been deferred, but recommendations relating thereto will be submitted at the earliest possible opportunity.

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### WORKS COMMITTEE.

The Works Committee, presided over by Alderman McElhone, held thirty-four meetings, the average attendance of members being 8.2, as compared with 8.07 for the preceding year, and 9 for the year 1902.

The following are the subjects coming under the consideration of the Committee, pursuant to the references made by the Council on the constitution of the Committee :—

- (a) The repair, drainage, and management of all streets, ways, lanes and places under the control of the Council.



- (b) The exercise of all powers vested in the Council under the Sydney Corporation Act, the City of Sydney Improvement Act, and other statutes affecting the construction, alteration, or maintenance of streets, buildings, drains, or other works within the City of Sydney.
- (c) The resumption of lands for the formation of new streets and widening of existing streets.
- (d) All matters affecting the present management of the public lighting of the City.
- (e) All specifications, tenders, and contracts, and the performance and due execution of all works directed to be carried on by the Council.
- (f) And generally all matters affecting the safety and protection of the citizens.

The Committee's report on the work of the year appears in the appendices to the annual volume of proceedings, and during the past year five hundred and ten different items came under the consideration of this Committee.

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#### HEALTH AND BY-LAWS COMMITTEE.

The Health Committee, presided over by Alderman R. D. Meagher, held thirty-two meetings, the average attendance of members being 7·4, as compared with 8·2 for the preceding year, and 8·1 for the year 1902.

The following are the subjects now coming under the consideration of the Committee, pursuant to the reference made by the Council on the constitution of the Committee :—

- (a) To supervise the carrying out of the provisions of any Acts of Parliament or municipal by-laws affecting public health.
- (b) To deal with petitions and complaints from persons affected by these Acts or by-laws, such as keepers of common lodging-houses, and others.
- (c) To deal with all matters relating to the collection and disposal of City garbage and refuse.
- (d) And generally to control all matters affecting the health of the citizens.
- (e) The preparation of by-laws, addresses, etc.
- (f) The supervision of all Bills laid before Parliament with a view to protecting the rights of the Council and the interests of the citizens.
- (g) The control and management of the park and reserve lands of the City under the direction of the Corporation for the use, benefit, and recreation of the citizens.
- (h) The organisation of a citizens' band under the auspices of the Council.

- (i) The management of the public baths and bathing places of the City.
- (j) The provision of bands, chairs and playgrounds, and games for the use of citizens frequenting the Council's parks and gardens.
- (k) The supervision and control of theatres, music halls, and places of public resort and amusement.
- (l) The provision of playgrounds and sandheaps for the children in the City parks.
- (m) Generally, the organisation and control of all matters affecting public music (other than the Town Hall organ), games, entertainments, and open-air sports and recreation.

The Committee's report on the work of the year appears in the appendices to the annual volume of proceedings. During the past year three hundred and sixty-five different items came before the Committee for consideration.

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### ADMINISTRATIVE COMMITTEES, 1905.

At a meeting of the Council held on 13th December, 1904, the Administrative Committees for the year 1905 were appointed as follows, namely .—

#### FINANCE COMMITTEE.

Alderman G. T. Clarke	Alderman A. Kelly, M.L.A.
Alderman John Harris	Alderman S. E. Lees
Alderman T. Henley, M.L.A.	Alderman A. McElhone
Alderman W. T. Henson	Alderman R. D. Meagher
Alderman T. Hughes	Alderman P. H. Morton
Alderman Evan Jones	Alderman E. Milner Stephen

#### WORKS COMMITTEE.

Alderman T. H. Barlow	Alderman A. McElhone
Alderman John Harris	Alderman R. D. Meagher
Alderman T. Henley, M.L.A.	Alderman George Perry
Alderman W. T. Henson	Alderman E. Milner Stephen
Alderman Evan Jones	Alderman E. Lindsay-Thompson
Alderman A. Kelly, M.L.A.	Alderman T. J. West

#### HEALTH AND BY-LAWS COMMITTEE.

Alderman G. T. Clarke	Alderman S. E. Lees
Alderman John Harris	Alderman A. McElhone
Alderman T. Henley, M.L.A.	Alderman R. D. Meagher
Alderman W. T. Henson	Alderman George Perry
Alderman Evan Jones	Alderman E. Milner Stephen
Alderman A. Kelly, M.L.A.	Alderman T. J. West

## ELECTRIC LIGHTING COMMITTEE.

Alderman G. T. Clarke	Alderman A. Kelly, M.L.A.
Alderman John Harris	Alderman A. McElhone
Alderman T. Henley, M.L.A.	Alderman G. McIvor
Alderman W. T. Henson	Alderman R. D. Meagher
Alderman T. Hughes	Alderman George Perry
Alderman Evan Jones	Alderman E. Milner Stephen

Mr. Alderman Milner Stephen was subsequently elected Vice-Chairman of the Finance Committee; Mr. Alderman McElhone re-elected Vice-Chairman of the Works Committee; Mr. Alderman T. J. West elected Vice-Chairman of the Health and By-laws Committee; and Mr. Alderman Hughes re-elected Vice-Chairman of the Electric Lighting Committee.

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## DIVISIONS.

During the past year sixty-six divisions were taken at Council meetings, the following being the record of the members taking part in such divisions:—

Alderman T. H. Barlow	58	Alderman R. D. Meagher	..	41
Alderman J. C. Beer	.. 51	Alderman J. Lane Mullins	..	60
Alderman W. P. Crick, M.L.A.	5	Alderman P. Nolan	.. ..	23
Alderman J. D. Fitzgerald	28	Alderman A. G. Ralston	.. ..	38
Alderman J. G. Griffin	.. 37	Alderman R. W. Richards	..	58
Alderman John Harris	.. 51	Alderman E. Milner Stephen	..	45
Alderman T. Henley, M.L.A.	33	Alderman Allen Taylor	.. ..	61
Alderman T. Hughes	.. 39	Alderman E. Lindsay-Thompson		27
Alderman Evan Jones	.. 51	Alderman J. C. Waine	.. ..	18
Alderman A. Kelly, M.L.A.	31	Alderman R. G. Watkins	.. ..	55
Alderman R. Mackey	.. 53	Alderman T. J. West	.. ..	51
Alderman A. McElhone	.. 59	Alderman Dr. Wilkinson	.. ..	43
Alderman G. McIvor	.. 20			

The Lord Mayor (Alderman S. E. Lees), although present, did not take part in any divisions. Alderman P. Nolan died in May last, and was succeeded by Alderman G. McIvor; and Alderman J. D. Fitzgerald resigned in August last, and was succeeded by Alderman W. P. Crick, M.L.A. Seeing that the full period of service was not completed in these cases, I have not included them in the list showing the percentages of the members taking part in divisions, which list is as follows, namely:—

Alderman Allen Taylor	..	92·42	Alderman E. Milner Stephen	68·18
Alderman J. Lane Mullins		90·90	Alderman Dr. Wilkinson	.. 65·15
Alderman A. McElhone	..	89·39	Alderman R. D. Meagher	.. 62·12
Alderman T. H. Barlow		87·87	Alderman T. Hughes	.. 59·09
Alderman R. W. Richards		87·87	Alderman A. G. Ralston	.. 57·57
Alderman R. G. Watkins		83·33	Alderman J. G. Griffin	.. 56·06
Alderman R. Mackey	..	80·30	Alderman T. Henley, M.L.A.	50
Alderman J. C. Beer	..	77·27	Alderman A. Kelly, M.L.A.	46·96
Alderman John Harris	..	77·27	Alderman E. Lindsay-Thompson	40·90
Alderman Evan Jones	..	77·27	Alderman J. C. Waine	.. 27·27
Alderman T. J. West	..	77·27		

## CITY COUNCIL'S REPRESENTATIVE—WATER AND SEWERAGE BOARD.

In March last, agreeably to the provisions contained in the Metropolitan Water and Sewerage Acts, 1880-1889, the Council proceeded to elect a representative to the Metropolitan Board of Water Supply and Sewerage, the vacancy having occurred by effluxion of time. The retiring representative, Mr. John Taylor, ceased to be a member of the City Council in December, 1900. Under existing conditions a member of the Council, when elected by the Council, is entitled to sit for the whole of the term of four years for which he was elected, even though immediately after election he may have ceased to be an Alderman. As I pointed out in my Annual Report for 1902, preliminary steps have been taken by the Council to remedy this apparent anomaly by inserting in the draft Bill, which has been under the consideration of successive State Governments during the whole of the past three years, provisions enacting that whenever any member of any such Board heretofore or hereafter elected by the Council shall cease to be an Alderman of the Council he shall forthwith cease to be a member of such Board.

At the election in March last four Aldermen were nominated for the position, and at the close of the poll the result of the election, which was by ballot, as provided by the Statute, showed that Alderman Evan Jones, one of the Aldermen representing Lang Ward, had been duly elected as the Council's representative on the Metropolitan Board of Water Supply and Sewerage for the ensuing four years.

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## CITY COUNCIL'S REPRESENTATIVE—METROPOLITAN FIRE BRIGADES BOARD.

The election of a member of the Council as representative to the Metropolitan Fire Brigades Board to fill the vacancy caused by effluxion of time took place at the statutory meeting of the Council held 9th March last. The election was by ballot, and Alderman Ernest Lindsay-Thompson, the retiring representative, being the only candidate nominated, was declared duly elected.

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## LEGISLATIVE—SYDNEY CORPORATION (AMENDMENT) BILL.

The draft Bill promoted by the Council with the object of obtaining many necessary amendments of the Sydney Corporation Act, and which as regards the most important provisions of the Bill were fully referred to and particularised in my report last year, was presented by a deputation consisting of the whole Council to the State Premier, the Hon. J. H. Carruthers, M.L.A. The Lord Mayor preferred a request on behalf of the Council that the necessary legislation in regard to meeting the reasonable requirements of the Council in the efforts which were being made to uplift and improve civic government and adminis-



tration might be expedited, and facilities given for the introduction of the Bill with a view to its being placed on the Statute Book in some form or other.

A draft Bill on similar lines and accompanied by a similar request was submitted to the State Premier, the Hon. Sir John See, M.L.A., in 1902 and again in 1903, and in 1904 for the third year in succession a draft Bill has been submitted, but in this instance to the representative head of another Government, and for the third year in succession the Council has experienced disappointment and failure.

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### LEGISLATIVE—HOUSING OF THE WORKING CLASSES BILL.

The observations in relation to the Sydney Corporation (Amendment) Bill are equally applicable to the Housing of the Working Classes Bill, the procedure and representations in connection with the former having been gone through and made in an exactly similar manner with regard to the latter, and I very much regret to say with the same barren result, the efforts of the Council to secure the advantages of the required legislation with the object of improving the dwellings of the working classes having been rendered nugatory accordingly.

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### LEGISLATIVE—CITY OF SYDNEY IMPROVEMENT (AMENDMENT) BILL.

Last year reference was made to the necessity which existed for drastic amendments being made in the City of Sydney Improvement Act or Building Act, and a schedule of the most important alterations and suggested amendments accompanied my report.

The draft Bill as approved by the City Solicitor has on several occasions been before the Works Committee, and in October last, acting in accordance with the instructions of the Committee, a synopsis of the principal changes proposed was prepared and submitted for the consideration of the Committee, but no action has as yet been taken thereon.

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### LEGISLATIVE—ELECTRIC LIGHTING AMENDMENT BILL.

In October last the Council decided to adopt a recommendation submitted by the Electric Lighting Committee to apply for legislative authority to borrow a sum or sums of money not exceeding £250,000, in addition to the sum of £250,000 which the Council was empowered to borrow under the Sydney Electric Lighting Act, such additional

sum or sums to be secured upon the corporate rates and revenues of the Council and to be applied in completing and carrying into effect all or any of the purposes of the Sydney Electric Lighting Act, and to be subject to the usual conditions, qualifications, and provisions regulating the borrowing of money, the issue of debentures, and the formation of a sinking fund for the repayments of the principal sums borrowed.

A draft Bill embodying these and cognate provisions was accordingly prepared by the City Solicitor and approved by the Council. Advantage was also taken of the opportunity to provide for a necessary amendment of Section 44 of the Sydney Electric Lighting Act by the omission therefrom of the words "outside the limits of the City of Sydney, and for such purposes to exercise any power conferred upon it by this Act (other than the power to raise a lighting rate) within or without the limits of any borough adjoining the City of Sydney," and the insertion in lieu thereof of the words "to any person or borough in respect of any building, place or street within fifteen miles of the City of Sydney, and for such purposes to exercise any powers conferred upon it by this Act (other than the power to raise a lighting rate) within the said limit."

It was also provided that in such draft Bill that the Council shall not be liable to be rated in any borough in respect of any works of the Council in any such borough, or in respect of the land in or upon which such works shall be constructed, placed, or laid.

No further progress was made with the Bill during the past year.

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### LEGISLATIVE—SMOKE NUISANCE ABATEMENT BILL.

During recent years the nuisance caused by the emission of smoke from factories and other establishments in the City has given rise to much complaint. Repeated attempts have been made by the Council to cope with the evil and effect a remedy; but unfortunately, as was pointed out last year, the various efforts which were made in the direction indicated were rendered nugatory, and were entirely frustrated owing to the state of the law, which, as it stood, could only be characterised as a model of stupidity and ineptitude, the Act of Parliament under which proceedings were taken being completely ineffective. An amendment was sought by means of the Sydney Corporation Amending Bill; but as this Bill embraced numerous matters affecting public policy, it was deemed desirable, in September last, to promote a short Bill whereby the difficulties which had been experienced would be removed.

In the draft Bill it was provided that for the purposes of the Act all furnaces communicating with the same chimney upon the same premises should be deemed to be one furnace. It was also provided that if in any proceedings under the principal Act evidence shall be given of smoke having issued from any chimney for a period of three minutes in the aggregate in any half hour upon the date of the alleged offence, such evidence shall be *prima facie* evidence that the furnace communicating with such chimney has not been so constructed as to prevent, as far as possible, the formation of smoke therein, or that such

furnace has been so negligently used that smoke has arisen therefrom as may be alleged in the complaint, and the onus of proof to the contrary shall be upon the defendant.

The Bill received the unanimous approval of the City Council, and was submitted by the Lord Mayor to the Hon. the State Premier during the month of October.

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### LEGISLATIVE—PUBLIC ABATTOIRS BILL.

With a view to expediting the establishment of public abattoirs, or places for slaughtering cattle within fourteen miles of the City of Sydney, and a public market in the said City for the sale of meat, the Council in September last decided to promote a Bill with these objects in view. It was also proposed in such Bill to acquire, resume, purchase, lease, and hold lands for the purposes named, and to construct, purchase and acquire works, and purchase and acquire all interests in and licenses for the use of any patented or protected processes, inventions, machinery, apparatus, methods and other things, and enter into all contracts, appoint officers and servants, and generally to do all acts and things which may be deemed necessary or desirable for the purpose of the establishment and conduct of such abattoirs and market.

The Bill likewise provided that when and so soon as a public abattoir or place for slaughtering cattle shall have been erected and completed by the Council within fourteen miles of the City of Sydney, and is ready for use and notice thereof under the hand of the Town Clerk shall have been published in the Gazette, and in each of the Sydney daily newspapers, then, from and after the publication of such notice, or from and after the expiration of such period as shall be therein named, Part 2 of the Sydney Abattoirs and Nuisance Prevention Act, 1902, shall be repealed, and the abattoirs established at Glebe Island under the authority of the Act 14 Vic., No. 36, shall cease to be used for the purpose of an abattoir, and division (2) of Part II of the Cattle Slaughtering and Diseased Animals and Meat Act, 1902, shall not apply to the said City or to any place within fourteen miles thereof. It was also proposed that notwithstanding anything contained in the last-mentioned Act, no person shall thenceforward slaughter, skin, scald, or dress, or cause to be slaughtered, skinned, scalded, or dressed, any cattle in any house or place (whether licensed or not) within the said City or within the distance of fourteen miles therefrom, except only in such abattoir so to be established as aforesaid.

Notwithstanding the provision just recited, the Council decided that such provision should not be construed to apply to the slaughter of pigs, calves, or sheep, in any place licensed under the provisions of the Sydney Corporation Act, 1902, or to the slaughter of any cattle under any license in existence at the time of passing the Act, and issued under the provisions of the Cattle Slaughtering and Diseased Animals and Meat Act, 1902, or to any house or premises for the time being for slaughtering cattle for the sole purpose of converting the carcasses thereof into canned or potted meats.

Provisions were also inserted in the Bill empowering the Council to make by-laws for the following purposes, namely :—

- (a) For regulating the abattoir in respect of cleanliness and otherwise.
- (b) For the good government of all persons using or frequenting the abattoir.
- (c) For fixing the rate of slaughtering fees to be paid for the use of the abattoir by persons slaughtering cattle or causing cattle to be slaughtered therein, provided that such fees shall not exceed the fees specified in the schedule.
- (d) For collecting, receiving, and accounting for the said fees.
- (e) Providing for the stamping of the carcasses of all cattle slaughtered in the abattoir.
- (f) For the regulation of the meat market to be established under the authority of this Act, the amount of fees and dues on meat brought thereto, the sale of meat therein, the rents for the occupation of stalls or standing places therein, and the effectual collection of all such fees, dues, and rents.

With regard to borrowing powers, it was provided that the Council should be authorised to borrow a sum or sums of money not exceeding two hundred thousand pounds for the purposes named, subject to the customary provisions as to any loan being secured upon the corporate rates and revenues of the Council from whatever source arising. The ordinary conditions, qualifications, and provisions regulating the borrowing of money and the issue of debentures and the establishment of a sinking fund were also inserted.

The Bill, which received the unanimous approval of the City Council, was submitted by the Lord Mayor to the Hon. the State Premier during the month of October.

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#### LEGISLATIVE—BY-LAWS, DEMOLITION OF BUILDINGS.

The attention of the Works Committee having been directed to the fact that the Corporation of the City of London had framed new by-laws under which, before any demolition of houses takes place, (1) all windows and other openings in the external walls are to be close boarded; (2) canvas or screens of wood, mats, and other suitable appliances must be used whenever required and so placed as to reduce the nuisance arising from the escape of dust; (3) rubbish, lime, or mortar must not be shot or allowed to fall from floor to floor into any basement within twenty feet of the public way between 10 a.m. and 6 p.m., except on Saturday afternoons; and (4) no broken materials are to be carted away between the same hours unless proper provision has been made for the protection of the public—consideration was given to the subject and the desirability of framing by-laws similar to those adopted in London, when it was decided to instruct the City Solicitor to draft a series of by-laws on the lines named.



The by-laws were drafted accordingly and finally approved and gazetted in March, 1904, in the following form :—

- (a) Any person taking down or demolishing, or causing to be taken down or demolished, any building or portion of any building, in the City of Sydney, situated within twenty feet of any public way in the said City, shall, previously thereto, cause the windows and other openings in the external walls to be close boarded or otherwise covered, so as to minimise as far as practicable the nuisance arising from the escape of dust during such taking down or demolition.
- (b) Any persons taking down or demolishing, or causing to be taken down or demolished, any such building or portion thereof, shall cause to be used canvas, screens of wood, mats, or other appliances thereon, in such a manner as to minimise as far as practicable the nuisance arising from the escape of dust during such taking down or demolition.
- (c) Any person taking down or demolishing, or causing to be taken down or demolished, any such building or portion thereof, shall use or cause to be used water thereon in such a manner as to minimise as far as practicable the nuisance arising from the escape of dust during such taking down or demolition.
- (d) No person taking down or demolishing, or causing to be taken down or demolished, any such building or portion thereof, shall shoot, throw, or let fall from floor to floor, into any basement of such building, any rubbish, bricks, lime, stone, mortar, or pieces of iron or timber, so as to cause dust to escape from such building to the annoyance or inconvenience of persons using such public way.
- (e) Any person offending against any of the above by-laws shall for each offence, upon conviction, forfeit and pay a penalty or sum not exceeding ten pounds.

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#### LEGISLATIVE—BY-LAWS, PROMOTION OF PUBLIC HEALTH.

During the years 1903 and 1904 considerable difference of opinion was manifested in the Health and By-laws Committee with regard to certain recommendations made by the City Health Officer for the promotion of public health, particularly with regard to the suggestions relating to the improvement of existing water-closets where the same were not in a condition so as to be a nuisance. After considerable discussion and amendment of the draft by-laws which had been prepared, they were finally adopted in the following form, confirmed by the Council in due course, and, in March, 1904, approved by His Excellency the Governor, with the advice of the Executive Council, and gazetted in accordance with the requirements of the Sydney Corporation Act, 1902 :—

- (a) The occupier of any premises within the City of Sydney which shall be used for the purpose of a marine store, or for the sale or storage of any second-hand timber, iron,

barrels, empty cases, or other materials or things of a like nature, shall, within one month after service upon him of a notice signed by the Town Clerk of the said City requiring him so to do, cause all such timber, iron, barrels, empty cases, and other materials and things as aforesaid to be kept on open platforms or trestles to a height of at least twelve inches clear of the ground or floor, and shall keep the ground or floor beneath such platform or trestles clean, and the space between such ground or floors and the said platform or trestles free from obstructions.

- (b) The owner of any premises within the said City shall within one month after service upon him of a notice signed by the Town Clerk of the said City requiring him so to do, cause the floor of any water-closet now constructed, situated wholly or in part outside any building thereon, to be constructed of good cement concrete not less than four inches in thickness, and to be so laid that it shall be in every part thereof at a height of not less than six inches above the level of the ground adjoining such closet, and so that such floor may have a fall or inclination from the rear of such closet towards the door thereof of not less than half an inch to the foot, and the riser, if any, enclosing the space beneath the seat of such closet to be removed.
- (c) The owner of any premises in the said City who shall hereafter construct a water-closet wholly or in part outside any building thereon shall cause the floor thereof to be constructed of good cement concrete not less than four inches in thickness, and to be so laid that it shall be in every part thereof at a height of not less than six inches above the level of the ground adjoining such closet, and so that such floor may have a fall or inclination from the rear of such closet towards the door thereof of not less than half an inch to the foot.
- (d) No person shall hereafter construct, fix or place, or cause to be constructed, fixed or placed, a riser upon or to the seat of any water-closet within the said City.
- (e) The owner of any premises in the said City upon which is a fodder store used in connection with any stable, cow-yard, or cattle-shed thereon shall, within one month after service upon him of a notice signed by the Town Clerk of the said City requiring him so to do, cause such fodder store to be floored with concrete or other material not less than four inches in thickness, impervious to rats, and the walls, ceilings, and partitions thereof to be so reconstructed, altered, or repaired as to prevent the harbourage of rats therein, or the access of rats thereto.
- (f) The owner of any premises in the said City upon which is a fodder store used in connection with any stable, cow-yard, or cattle-shed shall cause the exterior and interior thereof to be maintained in such a condition as to prevent, as far as practicable, the access of rats thereto or the harbourage of rats therein.

- (g) Any person who shall hereafter construct or convert any building within the said City into a fodder store, to be used in connection with any stable, cow-yard, or cattle-shed, upon the same premises, shall cause the same to be floored with concrete, stone, asphalt, or other materials impervious to rats, and the walls, ceilings, and partitions thereof to be so constructed or altered as to prevent the harbourage of rats therein or the access of rats thereto.
- (h) The occupier of any such premises as aforesaid shall, upon production to him of the notice served upon the owner as aforesaid, allow the owner and his servants and workmen free access thereto for the purpose of enabling him and them to comply with the terms of the preceding by-laws.

The necessity for by-laws of this character had been fully demonstrated in connection with the cleansing operations consequent upon the sporadic outbreaks of bubonic plague, and the City Health Officer assured the Health Committee that considerable benefit would accrue from their adoption, and there is every reason to believe that this anticipation will be realised.

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#### LEGISLATIVE—BY-LAWS, WRAPPING MEAT.

The advisability of taking measures whereby prevention of butchers wrapping meat in dirty paper would be secured was considered on several occasions by the Health and By-laws Committee. It appeared on investigation, occasioned by numerous complaints which had been received, that the Council did not possess any powers in the direction stated, either under any legal enactments nor by virtue of any of the Council's existing by-laws, but the opinion was entertained by the Council's officers that the Council could acquire the necessary powers by making suitable by-laws under Section 200 of the Sydney Corporation Act, and the City Solicitor, on instructions, drafted a by-law accordingly. Questions arose as to defining "dirty paper," but the City Solicitor reported that he considered it inadvisable, and indeed impracticable, in his opinion, to define the words "dirty paper" in the proposed by-law, inasmuch as it is a matter of common knowledge what dirty paper is, and it would always be a question of *fact* for a magistrate to determine whether the paper in which meat is delivered is dirty or not.

The by-law as finally adopted by the Committee reads as follows :—

"No person engaged in the sale or delivery of any meat in the City of Sydney intended for human consumption shall whilst so engaged wrap, fold, or place the same in or on any dirty or printed paper."

This by-law was confirmed by the Council and approved by His Excellency the Governor, and gazetted, in pursuance of the provisions of the Sydney Corporation Act, on 12th April, 1904.

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## LEGISLATIVE—BY-LAWS, DISFIGUREMENT OF ELECTRIC STANDARDS.

In July last the Lord Mayor, owing to certain facts which had come to his knowledge, forwarded a suggestion to the Electric Lighting Committee to the effect that the Committee should make a recommendation to the Health and By-laws Committee that a by-law should be prepared for the purpose of preventing the defacement or disfigurement of the electric lighting standards recently erected in the public thoroughfares by writing or otherwise affixing any advertisement of bill or placard thereon. The Electric Lighting Committee adopted the suggestion, which was subsequently agreed to by the By-laws Committee and confirmed by the Council, and the City Solicitor was instructed to prepare a by-law accordingly. The City Solicitor, on considering the matter, advised that in any case where the post or pillars are damaged, proceedings might be taken under Section 31 or Section 32 of the Electric Lighting Act, as the case may be. These sections provide as follows :—

“ Any person who wilfully and unlawfully removes, destroys, or damages any electric line or any pillar, post, lamp, meter, or other works connected with or relating to the supply of electricity by the Council in pursuance of this Act, or who wilfully and unlawfully extinguishes any of the public lamps or lights maintained by the Council in pursuance of this Act, or wastes, or wilfully and wrongfully uses any of the electricity supplied by the Council in pursuance of this Act, shall, for each such offence, forfeit to the Council a sum not exceeding fifty pounds in addition to the amount of damage done.”

“ Any person who carelessly or accidentally breaks, throws down, or damages any electric line, or any pillar, post, lamp, or other works belonging to the Council, or under their control, shall forfeit and pay such sum of money by way of satisfaction to the Council for the damage done, not exceeding fifty pounds, as a stipendiary magistrate shall think reasonable. Provided that this section shall not affect any other remedy.”

The Council's power to make by-laws under the Act is limited to such by-laws as may be necessary for carrying out the objects of the Act ; but the City Solicitor advised that posting of advertisements or writing on the pillars causes some damage to the paint, and proceedings would follow, and he considered that the recited clauses met the object which the Committee had in view. This view accordingly was adopted by the Committee, and no further action was taken.

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## LEGISLATIVE—BY-LAWS, REGULATION OF BARBERS AND HAIRDRESSERS' SHOPS.

Reference was made last year to the proposal to draft a set of by-laws providing for the regulation of barbers and hairdressers' shops. Agreeably



to such intimation the Health and By-laws Committee approved a set of by-laws in the following form :—

- No hairdresser shall in the City while engaged in the exercise of his trade use upon any person any brush, comb, scissors, clippers, or other implements or tools, unless the same be thoroughly clean.
- No hairdresser shall when engaged in shaving a person in the City use upon such person any dirty towel, or any towel which has been used upon a previous customer, unless such towel shall in the meantime have been duly cleansed.
- No hairdresser shall in the City while engaged in the exercise of his trade use upon any person a powder puff or sponge.
- No hairdresser while in the exercise of his trade shall use upon any person alum or other styptic, or magnesium or other emollient in block form.
- No hairdresser while in the exercise of his trade in the City shall apply any styptic or emollient in powdered form to the face of any person except by means of a clean towel.
- Any hairdresser while in the exercise of his trade in the City shall cleanse his hands by washing the same after shaving any person or before shaving any other person.
- Every person carrying on the business of a hairdresser in the City shall once at least each and every day cause all brushes, combs, scissors and clippers in use in his said business upon such day to be efficiently cleansed and disinfected.
- Any person offending against any of the above by-laws shall, for each offence, upon conviction, forfeit and pay a penalty or sum not exceeding ten pounds.

These by-laws were made and adopted by the Council in August, 1904, and were duly forwarded to the Chief Secretary for approval by the Governor, and publication in the *Gazette*, pursuant to Statute. A letter was subsequently received from the Under-Secretary returning the by-laws and stating that the Attorney-General having advised that the by-laws were *ultra vires*, they could not be approved.

On consideration of this letter the Health and By-laws Committee decided to recommend the Council that powers to frame such by-laws should be included in the draft Sydney Corporation (Amending) Bill, and the Council having approved and adopted the recommendation, the City Solicitor was instructed accordingly.

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#### LEGISLATIVE—BY-LAWS. ELECTION OF LORD MAYOR.

On the suggestion of Alderman Milner Stephen, the Health and By-laws Committee in August last had under consideration the desirability of framing by-laws regulating the election of Lord Mayor, when it was decided to consult the City Solicitor as to the powers of the Council to make such by-laws, and in the event of the Council

possessing such powers, that the City Solicitor should draft the by-laws dealing with the question on the lines suggested by Alderman Milner Stephen.

The City Solicitor, on being consulted, reported that there might be some doubt as to the Council's power to make by-laws in view of the provision in Section 71 of the Corporation Act, but he entertained the opinion that the suggested by-laws were not inconsistent with the provisions of that section. The section referred to provides that all questions of whatever kind at any meeting shall be decided by a majority of the votes of members present, but in case of an equality of votes, the chairman shall have a casting vote. The City Solicitor further remarked that if the Council approved of by-laws in the proposed form, the question whether they are *intra vires* of the Council would be considered by the Attorney-General.

The by-laws as drafted by the City Solicitor were in the following form :—

- (a) Any member may at the meeting of the Council at which the election of Lord Mayor of the City is to take place, nominate any other member for the office of Lord Mayor, and upon such nomination being seconded the chairman of the meeting shall cause the name of the candidate so nominated to be placed on the voting papers hereinafter mentioned.
- (b) The Town Clerk shall, upon the candidates being nominated, supply to each member a voting paper initialled by him, upon which shall be inscribed the names of the respective candidates.
- (c) Every member receiving such voting paper shall strike out from such voting paper the names of the candidates for whom such member does not intend to vote, and after signing his name to such voting paper shall deliver the same to the Town Clerk. Each member shall be entitled to vote for one candidate only upon such voting, and any voting paper purporting to record more votes than one, or not signed as aforesaid, shall be rejected and shall not be included in counting the votes.
- (d) The Town Clerk shall, upon receipt of such voting papers, examine the same and cause the votes for the respective candidates to be counted, and if any candidate on such vote have an absolute majority of votes of those present, such candidate shall be declared elected.
- (e) Any candidate may appoint a member as his scrutineer to supervise the counting of the votes.
- (f) If no candidate have such an absolute majority, the name of the candidate receiving the smallest number of votes shall be removed from the list of candidates. Provided that where there are more than two candidates, and all such candidates have an equal number of votes, or where in the case of an inequality of votes, two or more candidates have the smallest number, then in either of such cases as between candidates having an equal number of votes, the

name of the candidate to be removed from the list shall in default of agreement between them be decided by the chairman.

- (g) Successive votes shall then be taken until on one of such votes one of the candidates obtain an absolute majority of votes of the number present, whereupon such candidate shall be declared duly elected.
- (h) In the taking of such successive votes the same procedure shall be followed as in the case of the first vote, and the provisions of clauses B, C, D, E, and F shall, so far as the same are applicable, govern the taking of such successive votes.
- (i) Where there shall be only two candidates in the first instance, or the number of candidates shall have been reduced to two, and such candidates have an equal number of votes, the chairman shall, in any such case, have a second or casting vote.

On being submitted to the Council the by-laws were referred to the General Purposes Committee, and that Committee, at a meeting held 7th October, decided to postpone consideration for six months.

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#### LEGISLATIVE—BY-LAWS, CONTROL OF DOGS, CATTLE SALE YARDS.

The Health and By-laws Committee, in accordance with a recommendation made by the Lord Mayor consequent upon a request preferred by a deputation representing the Homebush selling agents, authorised the City Solicitor to draft a set of by-laws for regulating the admission and control of dogs admitted to the Cattle Sale Yards at Homebush.

These by-laws provided as follows, namely :—

- (a) No person, being the owner of any dog or in charge or having the control thereof, shall permit or suffer such dog to enter the yards or take such dog therein unless at the time it wears a collar with the name of the owner thereon in legible characters.
- (b) No person engaged in the driving of cattle shall on any day take more than two dogs into the yards.
- (c) The owner or person in charge or having the control of any dog in the yards shall tie or secure such dog, when the same is not working therein, in the place in the yards appointed for the purpose in such a manner as to prevent such dog from running about the yards or interfering with any cattle therein.
- (d) No owner or person having the charge or control of any mangy or diseased dog shall take the same into the yards or permit or suffer it to enter therein.
- (e) No owner or person having the charge or control of any dog shall take the same into any portion of the yards where a sale of cattle is being held, or permit or suffer any such dog to enter such portion during any such sale.

On being submitted to the Health and By-laws Committee for consideration, the by-laws were duly approved and recommended to Council, and they were duly adopted and confirmed, and subsequently received the approval of His Excellency the Governor, acting under the advice of the Executive Council, and gazetted in due course.

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### LOCAL GOVERNMENT CONVENTION.

On Monday, the 25th April, 1904, the Hon. B. R. Wise, M.L.C., Attorney-General and Acting Premier, delivered a speech at Muswellbrook in which he gave the outlines of a Bill which the Government had in contemplation for extending governing powers to all parts of the State.

The Acting Premier then expressed his intention of calling a Convention of representatives to be elected by the various local bodies—Municipal Councils, Pastures Protection Boards, Farmers and Settlers' Associations, Progress Associations, and Agricultural Societies—throughout the State, to meet in Sydney and consider a number of questions which would be submitted to them, in order to ascertain from a competent body of practical men what are the principles on which a comprehensive scheme of local government should be based in order to effectually meet the requirements and necessities, not only of the more numerous populated centres, but also of the sparsely settled areas more or less remote from these centres.

Accordingly, during the week ended the 7th May, 1904, invitations were forwarded to the Mayors of all municipalities outside the area proposed to be included in the Greater Sydney Municipality; to the Chairmen of the Pastures Protection Boards outside that area; to the Presidents of the various branches of the Farmers and Settlers' Associations; to the Presidents of Progress Associations of areas not situated in municipalities; and to Agricultural Societies in districts where there were neither Progress Associations nor branches of the Farmers and Settlers' Associations.

In the invitation which was forwarded it was stated that no great political change can be satisfactorily accomplished without the impulse and assent of popular opinion. The long delay in getting local government, it was alleged, was in part due to apathy and indifference, and in part to the inherent difficulty of constructing a measure which will deal satisfactorily with all the diverse conditions of the State. The Government, with the best advice at its disposal, had, it appeared, prepared a measure conferring local self-government upon all parts of the State, which was at that time ready for submission to Parliament; but the Acting Premier believed that the assistance of those who have practical knowledge of the requirements of the country districts would be of great value in improving the details of the Government Bill, and might possibly also suggest some modification of its principles. But whether this was so or not the Acting Premier was convinced that a Convention of representatives of all existing local authorities would be of inestimable value in awakening public opinion to the immediate necessity of local government; and that if such a body could agree



upon the form which local government should take, the submission to the electors of a measure having behind it the weight of authority which any measure must have, if it is approved by such a body of practical men, would necessarily bring about such clear and definite issues that the speedy passage of a Bill establishing local government through Parliament would be inevitable. In other words, the Acting Premier considered that the opinion of such a representative Convention would not only settle many of the difficulties attending local government, but would give a very wholesome stimulus to public sentiment.

As already stated, the Lord Mayor of Sydney and the Mayors of all municipalities within the area proposed to be included in the Greater Sydney Municipality were not invited as delegates to the Convention. In the published list of delegates the name of Alderman J. D. Fitzgerald appears apparently as representing the City of Sydney and as having been specially invited, but the City Council received no intimation and were not invited to send any delegate to the Convention or to take part in the proceedings.

In response to the invitations which were issued, 304 nominations were received, and on the date appointed the delegates met in the Masonic Hall, Castlereagh Street, Sydney.

It is not my intention to review the full report of the deliberations which has been issued, but only to refer to those questions of interest directly or indirectly having reference to matters which have or are claiming the attention of the City Council, and these matters will be referred to under their separate headings.

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### LOCAL GOVERNMENT CONVENTION—RECEPTION OF DELEGATES.

The delegates attending the Local Government Convention called by the Hon. B. R. Wise, M.L.C., Attorney-General and Acting Premier, attended a reception given in their honour in the Town Hall by the Right Hon. the Lord Mayor, who was supported by several of the City Aldermen and the principal officers of the Council.

The delegates were presented to the Lord Mayor by the Chairman of the Convention, the Hon. B. R. Wise, K.C., Attorney-General and Acting Premier.

The Lord Mayor, in addressing the delegates, said that on behalf of the Aldermen and citizens of Sydney he gave them a right hearty welcome. They had been called together to discuss a very important matter—a matter of such supreme importance that he apprehended some of them were looking at it with wonderment as to how they would succeed by the time their work was done. But whilst the work was important and far-reaching, he felt satisfied that there was in the minds of the men whom he was addressing sufficient analysing force to get at the bottom of the question as to what it was best to do to give this State a system of local government which it had required for so many years, which it so urgently needed, and for which the people were asking. The worthy Acting Premier had placed before them a Bill.

So far it had not been his privilege to see that Bill, but he had read the speech that the Acting Premier delivered in one of the northern towns, which gave an outline of the principles of the measure, and dealt in a general way with some of the important features of the Bill. The Acting Premier having so dealt with those features, his views were before them, and they had been called together for the purpose of considering them and crystallising them, if possible, into a better form, so that they might be acceptable to the Legislature, and also the people whom the delegates to the Convention represented. They might not, perhaps, do all the Minister required. The Acting Premier might, perhaps, not have done all that they required. There was this in connection with their Convention which he appreciated very much: they were a body of men assembled from all parts of this State—north, south, and west; they had practical experience; they had a certain amount of judgment and thought; they had business acumen, and they knew what the district in which they resided wanted. They knew how far it was necessary that certain wants should be supplied, and, as men of the world, they were crafty enough to see that only those things that were necessary should be supplied, and in such a form that there would be no extravagance in their cost, but that there should be utility, economy, and comfort. Who knew better than they what was wanted in the places from whence they came? And if by their Convention they could bring forth such recommendations or findings that the Minister would see in them something worthy of his emulation, justification, or acceptance, they would do a work which would stand to their credit and make their Convention historical, so far as putting forward one tangible step as regards the important principle of local government. They had a free hand; let them not be hesitating. They might not get all that they asked for, but they should ask for all they wanted. A reformer two centuries ago, in giving advice to his followers on matters politic and general, said: "Get all you can; save all you can; give all you can." Such a policy, worked out according to its true meaning and sense, would be so conservative and yet so general in its operation that they would hold fast to that which they believed to be good, reach out to that which they believed to be better, and adding that to the good, make a complete and perfect state of things. He did not presume to stand there to advise men, many of whom were his seniors, and many of whom had had much larger experience than he had had; but if he might offer them one word in the way of advice, he would venture to say, in the presence of the Acting Premier, that he hoped their deliberations would result in one recommendation, unmistakably sound and forcible—namely, that not one inch of this State should be allowed to remain under the condition of non-municipal government. Every inch of it ought to be municipalised, and by so doing build up amongst the young men of the State a spirit of emulation to go in for posts of honour, responsibility, and trust, to devote themselves to the service of those amongst whom they resided, to economically and properly spend moneys raised under local government for the purposes of local requirements, and to create a public spirit which would be the nursery of better things in a higher plane than that of municipal government, high as that might be, and offer to every young man whose aspirations lay in that direction an opportunity to acquire and worthily fill such an elevated position. They had been told that there were one or two things it was no use asking for; for instance, they could not alter the franchise. However, if they had an opinion

on those matters, whether it suited the Acting Premier or the Government, or whether it did not, let them express it ; and, so sure as they did express it, there would be a crystallised form of opinion from a body of men who knew what they were talking about, and it must needs have its effect. They would have to deal with debatable matter, but whether it would afterwards have to be dealt with by the Government of which the learned Attorney-General was the Acting Premier, or by the Government that might succeed the next one, the duty devolved upon them to put into black and white their expression of opinion in such terms that the Acting Premier, or his successor, the present leader of the Opposition, or any other man following them, must respect it and embody it in a measure of much public importance. In their deliberations they were confined to those areas outside of what was known as the "Greater Sydney" area. But the Government had given a promise to those in the City who were interested in this important matter that they would have a Convention in regard to it. He hoped that that promise was as sure of realisation as this Convention was practical. They, at any rate, had to deal with places outside the Greater Sydney area, including some large centres of population. He had noticed that the Mayor of Bathurst and the Mayors of important towns in the north, such as Tamworth, Armidale, and West Maitland, were present, and he believed also of important towns in the south, such as Wagga Wagga and Cootamundra. From these centres must radiate all that was necessary for people for miles around, and they, who had the guardianship of that territory, should see to it that all those common services which were needed by the people there should be municipalised, and prevent overlapping, extravagance, delay, and vexation. Their stay here would not be long, but however short it might be, he was sure that on behalf of his fellow Aldermen and himself he hoped that it would be a pleasant one ; and if it was in their power to forward their effort, or to help them in any way to make their stay pleasant and profitable, he said "command us." He bid them once more a hearty welcome.

The Hon. B. R. Wise said that on behalf of the members of the Convention he thanked the Lord Mayor for his hospitable welcome, and not less for his weighty words of counsel. If his Lordship could have been with them that morning he would have seen that, though they were only on the threshold of their labours, there was every disposition to treat their gathering as a serious one, assembled not for the purpose of a display of rhetoric, but for doing work, and his Lordship would have found that there was no indisposition to criticise freely. It was precisely what, as the member of the Government principally responsible for the form of the Bill, he desired ; because without full, frank criticism it was impossible for them to get their minds together and know exactly what it was that was wanted. His views had been put plainly enough before them in that summarised Bill which each of them had in their possession. That he expected all present to agree with every part, or even that he expected to get a majority in favour of every part, would be saying too much ; but he did feel greatly cheered by the very friendly recognition of the valuable work which the Convention would render to the cause of local government coming from so high an authority as the Lord Mayor, particularly as the Lord Mayor was not sitting on the Government side of the House. He joined with the Lord Mayor in hoping that their stay in Sydney would be agreeable.

The Government did not want to make it "all work and no play," and so far as they could they would join with the civic authorities in making their stay in Sydney pleasant; but as the Lord Mayor had said, they had come to work—work was the aim they set before them, and work they hoped to accomplish; and he undertook, if he had any voice in the matter, that whatever might be the result of the Convention—whether they agreed, or whether they did not agree—before the general election there should be in print a Bill, every clause of which should be open for everyone to read, not a mere skeleton but a complete Bill which would be available for every elector to question every candidate upon. What they wanted to do was to make it impossible in the future for any Government or any Parliament to play with the question of local government. They wanted, by making it a people's question, to make it a live question, and they wanted by means of the Convention to make it so precise, so clear in its form, that everybody would be able to give a definite answer, "Yes" or "No," as to whether he was in favour of each individual proposal. He hoped that the success of their opening—for he did regard it as a successful opening—augured well for their success during the continuance of the Convention; and he could assure the Lord Mayor, speaking for himself and voicing, he hoped, the sentiments of all present, that they did feel greatly encouraged by his Lordship's kind welcome and still more kind words. The Acting Premier concluded by thanking his Lordship on behalf of the Convention.

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### GREATER SYDNEY—STATUTORY CONVENTION.

In my Annual Report for 1902 attention was directed to the steps which had been taken in accordance with resolutions carried at a public meeting held in the Town Hall with regard to the introduction of a Bill to enable the citizens to hold a Convention very much on the lines of the Federal Convention—such a convention to frame a constitution and then submit it to a referendum of the citizens, who could decide for themselves as to what is the best form of union. The Hon. the State Premier, in response to the request preferred by such public meeting, intimated that he would bring in a Bill to ask Parliament to agree to the Convention being held for the purpose of formulating a practical scheme to bring about the object desired.

In January, 1904, nothing further having apparently been done in the matter, Alderman Fitzgerald gave notice of the following motion to be brought before the Council:—

- (a) That, in the opinion of this Council, the powers bestowed by Parliament upon the municipal bodies operating on the Greater Sydney area are quite inadequate for the important work to be done.
- (b) That the agitation for a Greater Sydney should be renewed in order that public opinion may be formed as to the necessity for Parliament immediately conferring upon the larger area a municipal government commensurate with the importance of Sydney as the chief City and port of Australia.



- (c) That, in furtherance of the Greater Sydney movement, a memorial be presented to the Premier, Sir John See, asking him to redeem his promise to create a statutory convention, elected by the citizens of the City and suburban areas, to draft a charter for a Greater Sydney.

On consideration by the Council it was decided to eliminate all words after the words "movement" in paragraph (c), and to substitute the following words therefor :—"Communications be opened up with all Councils in the metropolitan area with a view of a presentation of a memorial to Parliament for the appointment of a statutory convention to draft a constitution."

In accordance with the instruction of the Council, letters were duly forwarded to all Councils within the metropolitan area. Replies in favour of holding the proposed conference were received from the Borough Councils of Annandale, Burwood, Camperdown, Canterbury, Drummoyne, Parramatta, Petersham, Randwick, and Waterloo; and against the proposed conference from the Borough Councils of Bankstown, Bexley, Darlington, Enfield, Erskineville, Glebe, Granville, Hunter's Hill, Hurstville, Marrickville, Mosman, North Sydney, and Rookwood. The following boroughs did not forward any reply to the communication made by the City Council :—Alexandria, Ashfield, Auburn, Balmain, Botany, Concord, Dundas, Ermington, Kogarah, Lane Cove, Leichhardt, Marsfield, Newtown, North Botany, Paddington, Prospect, Redfern, Rockdale, Ryde, St. Peters, Strathfield, Vacluse, Waverley, Willoughby, and Woollahra.

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### GREATER SYDNEY—ABSORPTION OF CAMPERDOWN.

For many years past the Borough of Camperdown has been in serious financial difficulties, and a climax was reached some two or three years ago in the appointment by the Court of an Official Receiver. This arrangement, it is scarcely necessary to state, has proved anything but satisfactory to either the Borough Council or the ratepayers. A very large proportion of the rates collected is applied towards the redemption of the debentures when accumulated funds permit of this course being followed, and another large portion is absorbed by legal expenses and payment of the Official Receiver, so that only a nominal sum remains for the maintenance of the roads and the execution of absolutely necessary improvements.

The ratepayers, seeing the deplorable state of things which existed, took up the matter with the view to effecting a much needed improvement in local government, and those residing in Kingston Ward, the most important of the three wards into which the borough is now divided, thought to obtain relief from the existing incubus by separation into a distinct municipality, with, however, the ultimate anticipation of being absorbed by the adjacent borough of Newtown. Nothing practical resulting from that effort, as might have been expected under the circumstances, the Borough Council began to exert itself with the

object of ascertaining if it could not find some way out of its now overwhelming and almost irretrievable difficulties, and which under present conditions are becoming greater and more hopeless as time goes on. Much discussion was terminated by the Borough Council suggesting to the Borough Councils of Newtown and the Glebe, immediately contiguous to Camperdown, that they should each take over certain portions of Camperdown. The Glebe Council at once declined to entertain the matter, and no practical result came of the negotiations with the Newtown Council, though the latter Council expressed readiness to consider a definite proposal.

In the meantime, as referred to elsewhere, the City Council having invited the Borough Council of Camperdown to unite with other suburban councils in the movement for a Greater Sydney, advantage was taken of the opportunity thus offered by Camperdown representatives to bring forward the suggestion of its absorption into the City. The Mayor of Camperdown, several Aldermen of the borough, and a large number of ratepayers expressed themselves as greatly in favour of the proposed absorption. On the part of Camperdown it was strongly urged that the City had much to acquire in prestige and importance by the inclusion of the adjoining borough, seeing that it embraces the University, known as Sydney University, but which is wholly situated in the Borough of Camperdown, several colleges, the Royal Prince Alfred Hospital, and two public parks. Some of the local residents at first opposed the idea because of the heavier rate of one shilling and ninepence in the pound imposed in the area under the municipal jurisdiction of the City Council, but they subsequently modified their opposition on it being pointed out that this rate covers all services, whilst Camperdown has a general rate of one shilling in the pound and a lighting rate of fourpence in the pound, with power to levy rates for special purposes, such as street watering and the statutory contribution to the Fire Brigades Board. The latter item alone in Sydney in 1903 was equivalent to a rate of three farthings in the pound, but this amount was included in the rate of one shilling and ninepence in the pound. Thus, as matters progressed, it came to be recognised that the actual difference in rating would not be so great as originally anticipated; the fact of Camperdown being an integral part of the City, as a result of amalgamation, would no doubt materially enhance the value of property, whilst the chief inducement held out by the promoters of amalgamation is that local requirements would be better looked after and receive much better attention than has been possible under existing arrangements. The question of the indebtedness of Camperdown appears to have been the principal stumbling block in the negotiations with adjacent boroughs, but this, it is acknowledged, is a difficulty which can more readily be overcome by the City; and the initiatory movement to promote the absorption was taken up by the Borough Council of Camperdown at a meeting held in March last, there being a full Council present and much interest manifested in the proceedings by a number of ratepayers who were also present. The following is a summary of the proceedings and negotiations on the part of the City Council in response to the advance made by the Borough Council of Camperdown :—

Towards the end of March, 1904, I received a communication from the Council Clerk of the Municipal Borough of Camperdown covering the subjoined resolution, which, it was stated, had been passed by the

Borough Council at a meeting held 29th March, 1904, asking that such resolution should be submitted to the City Council for consideration. The resolution referred to was as follows :—" That in the opinion of this Council it is desirable in the best interests of the Borough of Camperdown to become annexed to the City of Sydney by absorption."

The matter was duly brought before the notice of the Council by the Lord Mayor, who stated that the communication was the outcome of an interview that he had had with the Mayor of Camperdown. A great number of details had been received which it was not necessary to submit to the Council at that stage, but with a view to progress being made these details were referred by the Lord Mayor to the various officers of the Council who had been instructed to report on the matter from their various standpoints.

Reports were accordingly obtained from the City Treasurer, the City Surveyor, the City Health Officer, the City Solicitor, and the Superintendent of Corporation Assets, which were subsequently referred by the Lord Mayor to myself for summarisation and a recommendation thereon.

The City Treasurer, in reporting upon the financial position of the borough, stated that according to the last assessment the rateable value of the borough was officially returned at £47,149, the borough being divided into three wards, namely, Belmore Ward with a rateable value of £9,523, Cook Ward with a rateable value of £14,389, and Kingston Ward with a rateable value of £23,237; and the total number of assessments 1,942, which are classified as follows :—Vacant lands, 244; premises under £20 per annum, 551; premises over £20 per annum, 1,003; shops and factories, 134; and hotels, 10. The number of assessments under £20 is recognised as being an unduly large proportion, and cannot fail to be a factor in considering the question in view of the possibility of an increased rate, should it be deemed desirable to adopt a scheme of amalgamation. In this connection it may be stated that one penny in the pound upon the present assessment will produce £196 per annum; fivepence in the pound, to bring the rate up to one shilling and ninepence in the pound, the present City rate, will produce £982 per annum, whilst an additional threepence in the pound will produce £589 per annum. In conjunction with the rating question, the City Treasurer directed attention to an important matter affecting the University buildings, which comprise the University and the allied colleges, St. John's, St. Paul's and St. Andrew's, and the Women's College, they being expressly exempted from liability to assessment under the Municipalities Act, whereas under the provisions of Section 110 of the Sydney Corporation Act, 1902, they would become liable to rating in the event of the Borough of Camperdown being amalgamated with the City, unless some private Act is in existence governing these bodies providing otherwise. Upon the question of the rateability of the University and colleges raised by the City Treasurer, the City Solicitor on being consulted advised that the various Acts of Parliament relating to the University contain no provision exempting these buildings from rates; but he did not think that the Council should attach too much importance to the possibility of revenue being derived from this source, inasmuch as it is not improbable that an effort will be made during the passage of any Bill to be submitted for consideration to insert a provision providing for the continued exemp-

tion of these buildings from rates, a conclusion to which from the very nature of things as at present existing, adherence must be given.

On the present assessment of £47,149, the general rate at one shilling in the pound produces £2,357 9s 6d, and the lighting rate at fourpence in the pound produces £785 16s 6d, a total of £3,143; the total fixed charges according to one statement furnished, exclusive of interest charges payable in respect of the debenture debt, being £2,181, leaving a balance of £962.

It was reported by the Council Clerk and the Official Receiver that the whole of the debenture bonds had matured, and that the outstanding debenture debt at the time—31st March, 1904—was as follows, namely, eighteen debenture holders representing £14,500, bearing interest at the rate of six per cent., and one debenture holder representing £1,500, bearing interest at the rate of five and a half per cent., a total of £16,000 as regards debentures secured on the Borough Council rates. In addition to the amount due to debenture holders, a sum of £7,100 18s 9d was owing to four judgment creditors, making the liability £23,100 18s 9d, which was again increased by the interest accrued on debentures to 31st March, 1904, £2,914 3s 4d, and interest accrued in respect of one of the judgment creditors to 31st March, 1904, £178 3s 4d, making a total cash liability at that time of £26,193 5s 5d, and it was very pertinently remarked that in respect of certain of these liabilities interest was accruing at the rate of £104 11s 8d per month, and the debt consequently increasing. The estimated receipts and expenditure for the year 1904-5, as prepared on behalf of the Borough Council, but excluding any contemplated expenditure on roads construction, show receipts amounting to £4,354 12s 2d, of which amount arrears of rates represented £709 6s 2d, equivalent to 22·55 per cent. of the total rate; current rate, £3,143 6s; miscellaneous receipts, £15; Government endowment in respect of Missenden Road, £90; and the balance brought forward from the previous year, £797; the aggregate being reduced by a sum of £400, the amount estimated as irrecoverable. The aggregate expenditure was estimated at £6,214, made up as follows:—Metropolitan Fire Brigades Board accrued contributions, £352; legal expenses actually incurred and estimated, £70; streets lighting, £580; streets maintenance, £60; salary of Council Clerk £60; scavenging, £364; labourers, £109; carter, £130; rent, Australian Joint Stock Bank, £75; rates, taxes and gas, £15; election and valuation expenses, £38; advertising and stationery, £50; Nuisances Prevention Act, £10; library, £10; auditors, £8; miscellaneous expenditure, including cost of management under Official Receiver, £210; interest expenses accrued to 31st March, 1904, £3,092; interest expenses nine months, 1st April to 31st December, 1904, at £109 per month, £941. The foregoing figures show a balance of estimated expenditure in excess of revenue of £1,880, a sum equivalent to a rate of ninepence in the pound more than that authorised by statute. In these figures it will be noticed that interest in full is included; the estimates, however, as prepared by the Official Receiver, omit any reference, direct or indirect, to such liability, and the result is an estimated surplus of £2,083, the funds being applied from time to time in discharging outstanding liabilities according to priority, and after making provision in the manner stated for the actual expenditure to be incurred in maintaining the borough in its present condition.



A statement of liabilities and assets as to 30th April, 1904, showed the balance, excess of liabilities over assets, as follows :—

LIABILITIES.				ASSETS.			
	£	s.	d.		£	s.	d.
Debenture Debt ..	16,000	0	0	General Rate received	2,406	6	9
Judgment Creditors	7,100	18	9	Lighting Rate received	802	2	3
Fire Brigades Board	250	0	0	Endowment <i>re</i> Missen-			
Interest accrued on				den Road ..	90	0	0
Debentures, etc., ..	3,092	6	8	Cash at Bank ..	802	14	5
				Balance, excess of Lia-			
				bilities over Assets	22,342	2	0
Total	£26,443	5	5	Total	£26,443	5	5

On enquiry being made with regard to the Town Hall being taken into consideration as an asset, it was ascertained that the Town Hall buildings could not be taken into account as an asset, it having been acquired under a sheriff's sale by the Australian Joint Stock Bank, and in support of this view it was pointed out that the Borough Council pays the Australian Joint Stock Bank £75 per annum rent, and hands over to the Bank all sums received for letting. It would appear feasible and reasonable under the conditions existing when the purchase was made that the Bank should acquire the equity of redemption, but I am informed that the sale was absolute.

From information supplied by the Council Clerk it appears that there is a piece of vacant land, the property of the borough, adjoining the Town Hall, upon which the Council Clerk placed a value of £200, but this amount does not appear in the statement of liabilities and assets as submitted by the Council Clerk to the City Treasurer.

The City Surveyor made a systematic examination of the Borough of Camperdown with a view of placing before the City Council a fairly approximate estimate of the cost of placing the streets and lanes of the borough in proper order, and other matters coming within the purview of his department in connection with the proposed scheme of amalgamation.

From the report of the City Surveyor it appears that the eastern boundary Borough of Camperdown abuts on the western boundary of the City of Sydney for a distance of twenty chains, extending from Parramatta Road to Cleveland Street, along City Road. The boundaries of the borough are, roughly :—Commencing at the intersection of Parramatta Road and City Road, on the northern side, by the centre of Parramatta Road to Orphan School Creek ; thence by that creek to its intersection with Johnstone's Creek ; thence on the east by Johnstone's Creek to Railway Avenue ; thence on the south by lines to the centre of Bligh Street ; thence along that street to City Road ; thence along the centre of City Road to Cleveland Street ; thence along the western side of City Road to Parramatta Road.

The land upon which the municipality stands is described as being fairly level, presenting no engineering difficulties. Towards the western side of the borough, and adjacent to the Boroughs of Petersham and Leichhardt, there is a considerable amount of vacant land, in some cases subdivided, but with streets in a virgin state. It appears to be generally

agreed that the district of Camperdown is essentially suited for a working man's suburb, being easily and cheaply accessible, and provided with a most efficient, speedy, and well-equipped tramway service; and with well-directed municipal government there appears to be no reason why the vacant lands referred to should not be opened up and the areas built on, thus increasing the rateable value of the borough.

The class of tenement in Camperdown, according to the City Surveyor, appears on the whole to have been designed for the poorer classes. There are a number of larger residences scattered throughout the district, but the majority of the houses are in terraces at a low rental. On this point the opinion is expressed that the owners of buildings in Camperdown would have to face in many instances an outlay in providing requisite sanitary improvements to their several properties; but the City Surveyor entertained the view that any extra expenditure involved in this direction would be more than counterbalanced by the enhanced value of the property consequent upon the improvement, and as a result of amalgamation with the City attributable to the improved roads and footways, better lighting and cleansing arrangements, and an improved service generally.

The area of the borough is approximately four hundred and two acres, taken from the map without making an inspection of the ground, but the City Health Officer stated subsequently that the actual acreage is four hundred and thirty-five acres. The conformation of the borough lends itself to a subdivision into three portions—first, the non-rateable area; second, the northern portion; and third, the southern portion. According to the City Surveyor's estimate from the map, the non-rateable area, in which the Royal Prince Alfred Hospital, the University, and the various colleges are situated, consists of approximately one hundred and seventy-four acres, and is bounded by Parramatta Road, Missenden Road, Bligh Street, and Newtown Road to the point of commencement: the northern portion of the borough, containing approximately sixty-six acres, is bounded by the north of Parramatta Road, between Johnstone's Creek and the Orphan Asylum School; the southern portion of the borough, containing approximately one hundred and sixty-two acres, is bounded by Johnstone's Creek, Bishopgate Street to Missenden Road, thence by Missenden Road to the point of commencement.

The area of the streets and lanes within the borough is approximately 2,636,444 feet, equivalent to 60 acres 2 roods 4 perches, and the length of the streets and lanes 75,374 feet, equivalent to 14 miles 22 chains, the lanes having a total length of 2 miles 67 chains, and the streets a length of 11 miles 35 chains.

The City Surveyor in his report directed special notice to the most salient points which would demand the immediate attention of the Council in the event of the proposed scheme of amalgamation being adopted, namely, the existing condition of the streets, lanes and footways, and the expenditure likely to be occasioned in placing them in a satisfactory condition; the configuration of the borough with regard to the disposal of stormwaters; the public lighting of the borough and suggested improvements; street cleansing, gully cleansing, and removal of house garbage under existing conditions; and any suggested re-arrangement and improvement as regards the collection and disposal of house refuse and street sweepings.

In commenting upon the condition of the carriageways and footways of Camperdown, the City Surveyor declared that they were in a deplorable condition, and that very few streets are safe for vehicular traffic except those in a virgin state. Further investigation showed that the footways were in the same unsatisfactory condition, and generally the highways of the borough presented a very dilapidated and neglected appearance. I personally made three separate inspections of the streets, lanes, and footways during the course of the preliminary enquiries, and can corroborate the statements made by the City Surveyor with regard to their condition. On enquiry being made it was found that there were no plans available, as the borough did not possess them, and consequently much time and labour was occupied in obtaining information with regard to levels, alignments, stormwater drainage, and works already executed.

The subject of the cost of repairs and reconstruction of the roads and footways was carefully investigated by the City Surveyor, and he reported that to place the whole of the streets in first-class order, up to City standard, and according to specification for supplying and laying as in Sydney, an expenditure of £61,518 for forming, ballasting, metalling, kerbing and guttering, and tarpaving would be necessary; or by using the class of kerbing and guttering adopted and used in various suburbs and municipalities, namely, axe-dressed, instead of sawn and chiselled facings, £50,626.

In these estimates ample allowance was made by the City Surveyor for those streets which have already been formed, metalled, kerbed and guttered, because the amounts included for these streets would have to be expended in a few years. The total, therefore, represented the approximate liability in regard to street improvements which the City Council would be called upon to undertake in a short time in placing the borough in proper order. The expenditure, the City Surveyor considered, could be spread over a term of years by taking the streets in their order of importance, and that when thoroughly repaired and in good order the cost of maintenance would not be heavy, as the general vehicular traffic is, outside the principal thoroughfares—Parramatta Road and Pyrmont Bridge Road—not of a heavy character. The two last-mentioned roads, it may be stated, are at present maintained by the Government, but they were included in the calculations.

With regard to the important question of stormwater drainage, the City Surveyor reported that the natural configuration of the borough lends itself to the disposal of stormwaters. A main drain is laid down in the bed of Johnstone's Creek and via Cardigan Street southerly, besides another through the University grounds, along Orphan School Creek to its junction with Johnstone's Creek. It was concluded that there must be other minor drains into which the gullies are connected, but no record of these could be traced; however, it was not anticipated that much expenditure would be required in this direction.

In the matter of public lighting, it was ascertained that there are one hundred and forty-four twenty-five candle power lamps in use in the borough, for which the Council then paid £4 each per annum. These lamps are not lighted on moonlight nights. The lighting is regarded as fair, but requires improvement. For purposes of comparison it was pointed out that Sydney has approximately twenty-six lamps to a mile,

and Camperdown ten. The cost of, say, another twenty-five lights on a basis of the payment then in operation was placed at approximately £100 per annum, but this will probably be exceeded, as Camperdown would be made uniform with the City, and the lamps lighted on moonlight nights.

In regard to cleansing and removal of refuse, it was ascertained that there are about 1,683 houses in the borough, and 86 capped gullies and 10 pit gullies connected with water. Only one man and one cart are employed in the removal of house refuse, etc., and the cleansing is done in a very lax manner, due probably to the bad state of the streets and lanes. About thirty-five loads of sweepings and garbage are removed from the borough each week and deposited at a local tip. There is also another tip in Annandale for ashes, sweepings, etc. To carry out the cleansing of the borough in a more up-to-date and efficient manner it was estimated that the cost would amount to about £700 per annum, as a quantity of the sweepings could be utilised in the parks.

It was estimated that the local garbage tip will not last longer than twelve months, but in the event of the City Council taking over this area it was suggested that arrangements might be made with the Annandale and Leichhardt Borough Councils to permit of the house garbage being destroyed in the Meldrum destructor, at a cost to be determined later on, as there is a dearth of garbage for continuous burning at this destructor, which is being operated with satisfactory results. The distance from the centre of the Borough of Camperdown to the destructor at Annandale is approximately one mile.

The City Health Officer was instructed to report on the proposed inclusion of the Borough of Camperdown within the limits of the City of Sydney from a sanitary standpoint. In doing so he stated that according to the municipal assessment just completed the Borough of Camperdown contains 1,646 occupied dwellings, which at the rate of inhabitants per occupied house (5.11) found at the last census, corresponds to a population of 8,511. The area covered by the borough is 435 acres, so that the density of population is 19.5 persons per acre. As, however, more than half the borough is occupied by open areas, including the University, collegiate and Prince Alfred Hospital grounds, Victoria Park, and Camperdown Park, the density of the population in the inhabited portions must be taken to be at least twice as great as the figure given above. It cannot be denied that the sanitary condition of Camperdown is in many respects less satisfactory than that of the rest of the metropolis. The notorious impecuniosity from which the borough has suffered during recent years appears to have interfered with the maintenance of a municipal staff sufficient even for the discharge of a minimum of the duties towards the public health which devolve upon a local authority. Frequent and repeated complaints of the existence of nuisances dangerous to health upon premises within the borough have been reported to the City Health Officer from time to time in his capacity of Medical Officer of Health, and there has been at times much difficulty in procuring the abatement of such nuisances. A large proportion of the dwellings in the borough are in an insanitary, often dilapidated, condition. The statement is particularly true of Cook Ward and Belmore Ward, in which most of the dwelling-houses are of some age and of a small class. In Kingston Ward there has been some activity recently in the erection of new houses, and the average condition of the dwellings in that ward



may be considered to be superior to that of houses in Cook Ward and Belmore Ward. The Borough of Camperdown is, for the most part, sewered as regards premises. The total number of dwellings is 1,705, of which 1,593 are connected with the public sewers, 105 have pail-closets, and 7 are served by cesspits. The unsewered premises lie chiefly in Belmore Ward, in the lower levels of the borough. Sewers will be available for these premises also when the low level system of sewerage for that portion of the metropolis is completed. The removal of house refuse is carried out once a week. The refuse is finally disposed of at a tip within the borough, the site and management of which are less satisfactory than is desirable, and with reference to which there have been several complaints in the past. Should the Borough of Camperdown be absorbed into the City, the addition of one sanitary inspector to the present staff of the City will, in the opinion of the City Health Officer, be necessary. With that addition to the staff the new district could, he considered, be efficiently administered, though this is qualified by the statement which was naturally to be expected under the circumstances, that it will undoubtedly take a considerable time to bring the sanitary conditions prevailing there into line with those existing in the City. An improved system of garbage collection and disposal would require to be introduced, both of which can no doubt be arranged for simply by the amplification of the arrangements now in vogue in the City.

The Superintendent of Corporation Assets, on instructions to report with regard to the Horse Sale Yards situated in the Borough of Camperdown, stated that the total area covered by yards, entrances, etc., is two roods eight perches, and that accommodation is provided for a little over one hundred horses. There are four receiving yards and ten delivery yards, and the accommodation is oftentimes very insufficient, and numerous requests have from time to time been made to the Council to provide improved accommodation on a more suitable site. The yards are kept in a very sanitary condition, and while the fences and other erections are sound, they are constructed in a very rough and bush-like fashion, and there is very little accommodation for the public.

The property is controlled in conjunction with an hotel, the proprietor of which makes a charge per head for the use of the yards. The City Council receives one shilling for every horse sold within fourteen miles of the City, in accordance with the provisions of the Sydney Corporation Act, 1902, and no additional revenue will be received from these yards by reason of their being within the City boundaries. Therefore the revenue as set down as derivable from these yards cannot be reckoned as "additional revenue," in the words of the Mayor of Camperdown, should the municipality be incorporated with the City.

In reporting to the Council upon the reports received from my colleagues, I premised that considering the question of the proposed absorption of the Municipal Borough of Camperdown it might be taken for granted that on general lines the acceptance of the principle will commend itself to the favourable consideration of the Council. Subject to the important question of ways and means, the desirability of the proposed absorption appeared to me to be outside the pale of argument; indeed, in any event, I was at that time, and subsequent events notwithstanding, am now, quite prepared to recommend absorption as being the best for all parties concerned. From the figures submitted by the City Treasurer and already referred to, it will be seen that the

total cash liability at 31st March last amounted to £26,193 5s 5d, whilst the annual charge for interest on debentures and certain judgment creditors' accounts amounted to £1,230. It was subsequently argued, when the matter came before the Council, that the liability was the balance, excess of liabilities over assets, as shown in the statement of liabilities and assets as at 30th April, 1904. This I cannot admit, seeing that the statement includes revenue receipts, a considerable proportion of which must be applied to maintaining the borough in its present position, and I think the argument must have been advanced under an entire misapprehension of the facts. If the whole of the revenue receipts could have been applied at the date named to the extinction of the debenture debt, then there would be some force in the contention; but as it was absolutely impossible to apply it as a whole to such a purpose, the contention must necessarily fail.

It will be observed that the total revenue, according to the assessment for the current year, at 1s 4d in the pound, covering general and lighting rates, is £3,143, whilst an additional fivepence in the pound, making the rate the same as in the City, would result in the total rate revenue being increased to £4,125. In the event of the annual interest payable calculated at the present rate being taken as a first charge upon the rate revenue, there would remain a balance of £2,895 to meet ordinary charges of administration and maintenance, and to reduce accrued liabilities by instalments.

To my mind, however, the present rate of interest is excessive, and, in the event of the proposed absorption being favourably entertained, I recommend that negotiations should be entered into with the debenture holders with the object of securing their consent to accept a reduced rate of interest until such time as arrangements can be made for re-issuing debentures at a reduced rate. In either case such reduced rate of interest should not exceed four per cent. per annum. Assuming, therefore, that the debenture holders will be agreeable to accept four per cent. interest on their present holdings, the annual charge for interest would amount to £1,048, and this arrangement would leave, on the basis of a 1s 9d rate, a balance of £3,077 to meet ordinary charges of administration and maintenance, and to reduce the accrued liabilities by instalments.

With regard to the suggestion that the bondholders should be asked to accept a reduced rate of interest, it was argued in Council that this course was quite unnecessary, seeing that the whole of the debenture bonds had matured and that the bondholders could be repaid at any time by the Council should amalgamation be agreed to. This contention is quite accurate, but I deemed it right to make the suggestion in the economic interests of the Council, seeing that by mutual arrangement the retention of the bonds at a reduced rate of interest, equivalent to the ordinary rate paid by the City Council, must result in a saving to the Council, as by doing so all flotation and discount charges would be avoided, and I take it that the Council would not repay the existing bondholders from revenue but would issue new debentures. If, therefore, the Council can retain the amount by obtaining it at par from the present debenture holders at the same rate of interest and on the same terms and conditions governing the issue of debentures, it appeared to me quite reasonable and justifiable on economic considerations that an effort should be made in this direction, and thereby save all preliminary and

other charges incidental to the issue of a loan. With regard to the opinion of the City Surveyor that a considerable expenditure must be undertaken in order to place the carriageways and footways in a satisfactory condition, I cannot recommend that this expenditure should be incurred in the immediate future, having regard to the financial condition of the borough. In the present state of affairs the best that can be done, for some time to come at least, is to maintain the carriageways and footways in their present condition, leaving improvements to be undertaken from time to time as funds permit.

As far as can be ascertained, there does not appear to be any objection on the part of those more immediately affected to increasing the rate from 1s 4d to 1s 9d in the pound, but, judging from information received, it is anticipated there would be considerable opposition manifested to any proposal or suggestion which would have the effect of increasing the rate to 2s in the pound, as incidentally suggested in the report of the City Treasurer.

The City Surveyor submitted a detailed estimate showing the expenditure necessary to place the carriageways and footways in a satisfactory condition, this expenditure aggregating in one estimate to £61,518, and in an alternative estimate to £50,626. The additional threepence in the pound, as suggested by the City Treasurer, and which would make the rate on Camperdown two shillings in the pound, if allowed to accumulate as a sinking fund, say, at 3 per cent. compound interest, against the debt which would be raised to pay off the existing liability and that to be incurred in accordance with the City Surveyor's figures, would yield in ten years, £6,752; fifteen years, £10,954; twenty years, £15,826; and twenty-five years, £21,474, a sum short by £4,619 of the present cash liabilities. As stated, I do not think the ratepayers of Camperdown would acquiesce in any arrangement which would commit them to a higher rate than that levied in the City. At the same time, in any legislation which may be necessary, it would be highly desirable that the rating powers possessed by the City Council under the Sydney Corporation Act, 1902, should be incorporated, so that one uniform rate might be levied over the whole of the area coming under the jurisdiction of the Council. Whilst differential rates have distinct advantages in certain cases where local improvements are carried out, in the present case I am of opinion that the levying of differential rates would be liable to misconstruction and possibly lead to discontent. I therefore recommended that the simplest basis should be taken in relation to any arrangement which may be entered into, and that all suggestion of complicated questions should be avoided. With this object in view, I suggested that negotiations in relation to the financial part of the subject should be conducted on the following lines:—

1. That the Borough of Camperdown should be absorbed and become part of the City of Sydney.
2. That the enactments relating to the City of Sydney be made applicable to the area to be absorbed.
3. That one uniform rate be levied over the whole area.
4. That the whole of the rate revenue, and revenue arising from incidental sources within the absorbed area, be applied in the first instance to the discharge of interest on debenture and judgment creditors' accounts, and

liquidating statutory charges, and afterwards to ordinary charges of administration and maintenance of the absorbed area, and to reduce accrued and accruing liabilities by such instalments as the Council may from time to time determine.

5. That negotiations be entered into with existing debenture holders with a view to ascertaining if any arrangement can be made whereby they would be willing to compound and accept a certain sum to be determined upon in liquidation of the amount due in respect of principal and accrued interest.
6. That negotiations be entered into with existing debenture holders with a view to ascertaining if they would be willing to accept a reduced rate of interest not to exceed four per cent. per annum.
7. That it form part of the basis of the arrangement that the Government endowment in respect to Missenden Road, amounting to £90 per annum, shall be continued until the whole of the existing liability, or liability existing at the time of absorption, has been liquidated.

The question of representation on the City Council is an important one, which cannot be ignored in considering the subject of absorption. According to the report of the City Treasurer, the total number of assessments within the Borough of Camperdown is 1,942. According to the last published roll the number of voters on the municipal rolls for the several wards into which the City is divided is as follows :—

Belmore	3,171	Denison	2,520	Lang	3,134
Bligh	3,976	Fitzroy	3,600	Macquarie	2,500
Bourke	3,669	Flinders	3,687	Phillip	3,124
Cook	3,269	Gipps	2,194	Pymont	2,658

I therefore recommended that the absorbed area should be treated as an entirely new ward, under the name of "Camperdown" Ward, and that the representation be the same as already allocated to other wards, namely, two members.

In submitting the matter for the consideration of the Council, the Lord Mayor in a minute stated that having regard to all the circumstances as set forth in the officers' reports and the existing financial position of the borough, he concurred in the suggestions made by the Town Clerk as to the basis of the negotiations and also the suggestions with regard to finance, which appeared to the Lord Mayor to be reasonable and such as should be adopted. The proposal that the whole of the rate revenue and revenue arising from incidental sources within the absorbed area should be ear-marked, as it were, for purely local purposes in the first instance, appeared to the Lord Mayor to be one which cannot fail to commend itself to the ratepayers of the borough, and ought to satisfy them that in favourably entertaining the proposed amalgamation with the City, the City Council is desirous of extending the most favourable consideration to those most immediately affected, whilst the suggestion that one uniform rate should be levied over the whole area is perfectly equitable. In time, the added area will no doubt derive much benefit from its direct connection with the City as a constituent part thereof, and the Lord Mayor had no doubt every effort would be made by the Council to expedite matters in this particular direction. The inclusion



of the Borough of Camperdown within the City area he considered desirable in every respect and on every ground. In support of this view the Lord Mayor pointed out that the area of the City at the present time is extremely limited, comprising as it does only 2,718 acres, whilst in comparison with large British cities the area of the City of Sydney appears insignificant, as the following comparisons in acreage show, namely :—Belfast, 16,475 ; Glasgow, 12,688 ; Birmingham, 12,705 ; Bristol, 11,607 ; Leeds, 21,572 ; Liverpool, 12,252 ; Manchester, 12,935 ; and Sheffield, 27,494. The inclusion of the Borough of Camperdown will add 402 acres to the City, making an aggregate of 3,120 acres, or, accepting the figures of the City Health Officer as accurate, 435 acres would be added to the City, making an aggregate of 3,153 acres. This being the first opportunity of a practical character to enlarge the area of Sydney, it seemed to the Lord Mayor to be judicious on the part of the Council to make it a decisive step towards the realisation of “ Greater Sydney.” The fact that the University stands within the boundaries of Camperdown, together with the affiliated colleges thereto, is in itself a strong reason why this great institution, with its adjuncts, should be part of Sydney proper. The Lord Mayor expressed the hope that the Council would, in the course of its deliberations in the General Purposes Committee, see its way to come to a conclusion which would be of such a character as to mark this step as a progressive one, and the reports and recommendations were accordingly commended to the favourable consideration of the General Purposes Committee.

At a meeting of the General Purposes Committee held in October last, the question of the absorption of the Borough of Camperdown by the City, referred from Council of the 6th September, 1904, together with a minute by the Lord Mayor, and reports by the Town Clerk, City Surveyor, City Treasurer, City Health Officer, and Superintendent of Corporation Assets, were fully considered.

After general discussion it was moved by Alderman Hughes and seconded by Alderman Meagher—“ That in the opinion of this Committee it is desirable to amalgamate the Borough of Camperdown with the City of Sydney upon the following conditions :—

1. That the laws relating to the City shall apply to the enlarged area.
2. That negotiations be entered into with the creditors of the borough to ascertain what sums they will accept for cash in payment of their claims for principal and interest.
3. That if satisfactory terms can be arranged with the borough creditors, debentures of the City of Sydney be issued for payment of the amount required, and for an additional sum of £10,000 for the immediate needs of the borough to put the streets in reasonable repair, and that such debentures bear interest at the rate of four per cent. per annum and be repayable in twenty-five years, with power to renew same for a similar period.
4. That a sinking fund be established for repayment of the debentures in fifty years on a three per cent. basis.
5. That upon the completion of the amalgamation the borough be created a new ward of the City, with two representatives in the Council, and rated on the same scale as the rest of the City.

6. That the Government be asked to introduce the necessary legislation to accomplish the amalgamation in time for the City elections on the 1st December next."

An amendment moved by Alderman McElhone and seconded by Alderman Taylor was submitted as follows :—

"That consideration of the matter be deferred, and that in the meantime negotiations be entered into with the existing debenture holders with a view to ascertaining if any arrangement can be made whereby they would be willing to compound and accept a certain sum to be determined upon in liquidation of the amount due in respect of principal and accrued interest, and that a referendum of ratepayers of Camperdown and the City of Sydney be taken on the 1st December next, 1904."

The debate was adjourned, and, in accordance with the desire expressed by the General Purposes Committee, a conference of debenture holders and judgment creditors was convened by the Lord Mayor, when the position was fully considered and debated; the Lord Mayor, the City Treasurer and myself representing the Council.

According to the latest information the amount due to debenture holders was given as £15,500, and to judgment creditors as £7,100 18s 9d.

Those attending the conference represented £6,300 due to debenture holders, and £6,784 9s due to judgment creditors.

The representative of the debenture holders, after a private conference, intimated that those present would be willing to recommend their respective clients to accept City Council debentures bearing interest at four per cent., the amount upon which interest is to be paid to be the amount of the debentures now held and accruing interest to date.

The representatives of the principal judgment creditor, the Australian Joint Stock Bank, Limited, intimated that he would recommend his principals to agree to a reduction of their claim to the extent of £98 10s 11d.

Subsequently communications were addressed to the debenture holders and judgment creditors intimating that in the event of their being willing to accept a composition of fifteen shillings in the pound in respect of their claim, the Lord Mayor would be prepared to recommend the same to the Council for adoption.

The general tenor of the replies received showed that the suggestion was not favourably entertained, and this being so, the Lord Mayor, in reporting to the Council, stated that he was of opinion that the bondholders and judgment creditors had missed an opportunity of promoting their own interests, and by so doing retarded the possible consummation of a step towards a Greater Sydney. Under these circumstances the Lord Mayor intimated that he could not recommend the Council to proceed any further in the matter.

On consideration by the General Purposes Committee it was decided that the Council should make an inspection of the Borough of Camperdown early in the new year, and the matter stood adjourned accordingly.

It may be a matter of interest to add that upon conferring with the City Solicitor he stated that he assumed that if an agreement is entered

into the City Council will have to assume all the existing liabilities of the Borough of Camperdown, and he directed attention to the fact that these liabilities are not necessarily confined to those shown on the balance-sheet, as submitted to the City Treasurer by the representatives of Camperdown. It appeared to the City Solicitor that Parliament, in view of the fact that the Council will obtain control of all the assets of the borough, will provide that all liabilities and obligations of whatsoever kind shall be undertaken by it, and under such a provision the Council might become liable for any damage to person or property sustained in the future by reason of the improper construction of streets or other works by the borough. This liability is of extremely uncertain character, and may be of a serious or trivial nature according to circumstances, and is worthy of consideration in connection with the scheme.

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### VICTORIA BARRACKS SITE.

Early in the year I received a letter from the Hon. John Macintosh, M.L.C., covering a communication received by him from Mr. Charles Wooleott, for many years Town Clerk of Sydney, in the matter of the Victoria Barracks site and the Council's right to compensation for the land. Having regard to the importance of the matter, I reported the facts as communicated to the Lord Mayor, with a recommendation that the City Solicitor should be requested to advise thereon, and this course was decided upon.

The facts of the case appear to be shortly as follows :—The site of Victoria Barracks formed part of one thousand acres set apart by Governor Macquarie by public notice dated 5th October, 1811, and published in the *Gazette* of the same day—"For the common pasturage of cattle belonging to the citizens of Sydney." The said notice also states : "His Excellency the Governor will make a regular grant of the said common to the Judge Advocate General and magistrates of Sydney for the time being in trust for the benefit of the present and all succeeding inhabitants of Sydney." The grant referred to and promised in the notice appears never to have been issued.

Some years later the Board of Ordnance in London decided to utilise a portion of the said one thousand acres for the purpose of a barracks, and accordingly caused a block comprising twenty-nine acres two roods seventeen perches to be surveyed and measured for the purpose. The said block, it is understood, forms the site in question. The barracks was shortly afterwards erected, and in the year 1850 Governor Fitzroy gave a grant of the aforesaid block of twenty-nine acres two roods and seventeen perches to the Ordnance Board.

In the year 1855 the waste lands of the Colony became vested in the Colonial Legislature, but the lands vested in the Ordnance Board were excluded therefrom. Subsequently, however, by arrangement between the Imperial and Colonial Governments the lands vested in the Ordnance Board were surrendered to the Colonial Government in exchange for certain other lands. The block of land referred to remained vested in and under the control of the State Government until the transfer of the Military Department to the Commonwealth Government in March,

1901, when the same became vested in the latter Government by virtue of Section 85 of the Commonwealth Constitution Act. Sub-section 3 of Section, 85 referred to provides that the Commonwealth shall compensate the State for the value of any property passing to the Commonwealth under the section, and Sub-section 4 enacts that the Commonwealth shall at the date of the transfer assume the current obligations of the State in respect of the department transferred.

It appeared to the City Solicitor that at the date of the transfer of the Military Department to the Commonwealth Government the State was under no obligation to the Council in regard to the said block of land. On the foregoing facts the City Solicitor was of opinion that the City Council had no claim against either the State or Federal Governments in respect of the said land.

Incidental to the matter of the site occupied by Victoria Barracks, a question also arose with regard to a piece of land situate between the barrack wall and Park Road, Paddington, the facts relating thereto being as follows :—The piece of land referred to comprises an area of one acre two roods thirty-four perches, and forms part of the one thousand acres previously mentioned, but it is not included in the grant of the twenty-nine acres two roods seventeen perches also referred to. On the transfer of the waste lands of the Colony to the Colonial Government in 1885 the piece of land to which reference has been made became vested in that body subject to any rights acquired by any person therein or thereto. On the 24th July, 1884, a piece of land at Paddington comprising two acres one rood twelve perches was dedicated for public recreation in pursuance of Section 5 of the Crown Land Alienation Act, 1861, and on the 29th July in the same year the boundaries thereof were defined and published. On the 29th August, 1884, Messrs. W. J. Trickett, R. Butcher, J. Hardie, J. Daley, and J. B. Oliffe were appointed trustees of the said two acres one rood and twelve perches. By an error this was given as “21 : 1 : 12.” Such error was rectified and the same trustees appointed on the 5th September, 1884. On the 11th January, 1899, the foregoing dedication of the two acres one rood twelve perches was revoked under Section 105 of the Crown Lands Act, 1884, and Section 41 of the Crown Lands Act, 1889, and the piece of one acre two roods and thirty-four perches was re-dedicated for military purposes. The residue of the two acres one rood twelve perches had, it appears, been previously resumed for the storage of materials in connection with the water supply and sewerage of Sydney and suburbs.

The question arising, according to the City Solicitor, is whether, in consequence of the *Gazette* notification of the 5th October, 1811, in relation to the one thousand acres set apart by Governor Macquarie for the common pasturage of cattle belonging to the citizens of Sydney, any rights remained to any person or body at the date of the transfer of the said land to the Colonial Government in 1855, and whether, if so, such rights were in existence at the time of the transfer to the Commonwealth Government. Incidental to this arises the question whether the City Council represents the inhabitants of Sydney, for whose benefit the right of commonage was given. In view of the fact that the City was not at the time of the promise incorporated or the boundaries thereof defined, the City Solicitor advised that the Council cannot claim any benefit from the promise. If any rights remain under the notification of 1811 to the inhabitants of Sydney, they can best be asserted as advised by the



City Solicitor by an inhabitant of the City depasturing stock on the land in question under the alleged right of commonage ; but such a long period has elapsed since any such right was claimed, and the value of the right of commonage over the land in question is so small, that the City Solicitor did not consider that it would be advisable to endeavour to enforce such claim. In any case it was clear that the Council could not have any claim against the Federal Government for any monetary compensation as regards the land in question.

The Council took no further action in the matter.

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### CATHEDRAL CLOSE APPROPRIATION.

Enquiries having recently been made with regard to an alleged breach of the Council of an important provision contained in the Act of Parliament authorising the appropriation of the Old Burial Ground or Cathedral Close in Sydney to certain municipal and other public purposes, I deemed it my duty to give attention to the matter with a view to ascertaining the precise obligations of the Council.

The Acts of Parliament which I have perused referring to the appropriation are two in number—No. IV., 32 Victoria, assented to 3rd March, 1869, intituled “An Act to authorise the appropriation of the Old Burial Ground or Cathedral Close in Sydney to certain Municipal and other public purposes,” and No. XII., 36 Victoria, assented to 26th March, 1873, intituled “An Act to authorise a Supplementary Grant of Land to the Municipal Council of Sydney for the site of the Town Hall, and to enlarge the statutory time prescribed for the completion thereof.” I have also perused the report of the Select Committee of the Legislative Assembly on St. Andrew’s Cathedral Close Bill, together with the proceedings of the Committee and the minutes of evidence and appendix.

Under the provisions of Section 2 of the Act of 1869 and the first schedule thereto the land granted to the Council is as follows, namely :—  
 “All that piece or parcel of land, containing by admeasurement one acre three roods and thirty-eight perches, situate in the Parish of St. Andrew, City of Sydney, County of Cumberland, and Colony of New South Wales, commencing at the intersection of the south building alignment of Drutt Street with the west building alignment of George Street, and bounded thence on the east by the western building alignment of George Street, being a line bearing south three degrees east, two hundred and fifty-one feet ; thence on the south by a line bearing south eighty-four degrees ten minutes west, two hundred and sixty-four feet ; thence again on the east by a line bearing south fifteen degrees east, sixty-two feet ; thence again on the south by part of the northern boundary of allotment number nine, granted for a Presbyterian Church, being a line bearing south eighty-three degrees forty-five minutes west, one hundred and two feet ; thence on the west by a line bearing north twelve degrees west, one hundred and forty feet six inches, forming the eastern boundary of allotment number nine aforesaid and of allotments numbers eight, seven, six, five, four, and three to the southern building line of Drutt

Street ; and thence on the north by that building line, being a line bearing north eighty-two degrees forty minutes east, three hundred and thirty-four feet, to the point of commencement.

Section 2 of the Act of 1869 provides that a portion of the Old Burial Ground or Cathedral Close not being more than half an acre shall be set apart for the erection of a Town Hall thereon, and Section 1 of the Act of 1873 provides that a further portion not exceeding a quarter of an acre in extent, such portion being the land to the westward of and immediately adjoining the half acre granted for the same purposes subject to the same conditions, except as to time of completion of building, as are set forth in the Act of 1869. The original Act—the Act of 1869—provides that the residue of the land subject to certain provisions shall be used as a place of recreation to which the public shall have free ingress and egress from five o'clock before noon to ten o'clock after noon.

Section 3 of the Act of 1869 prohibits the erection of any dwelling-house, residence, or other building on any portion of the land except on the portion granted as a site for the Town Hall, and Section 5 provides that the Municipal Council shall embellish the portion of the land not set apart for a Town Hall with such walks, ornamental trees and shrubberies as the Director of the Botanical Gardens for the time being shall recommend. It is also obligatory upon the Council to preserve, maintain, and keep in a cleanly and orderly state and condition the land and the walls, palisading, gates, entrances, walks, trees, and shrubberies thereto belonging. Furthermore, it is mandatory upon the Council to construct a way for foot passengers from Druitt Street extending from and in prolongation of Clarence Street to Bathurst Street, and to erect a wicket gate or gates at each end of such footway, which gates are to be kept open every day for the accommodation of the public from five o'clock before noon to ten o'clock after noon.

It is in relation to this latter point that enquiries have recently been made, and during the current year further investigation will be made, and if necessary a further report submitted.

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#### SOUTH AFRICAN IRREGULAR FORCES SUSTENTATION FUND.

In October, 1903, a communication was received by the Lord Mayor (Alderman Hughes) from the Honorary Secretary of the South African Irregular Forces Sustentation Fund, intimating that a certain applicant, resident in Bourke Street, Surry Hills, Sydney, widow of a sergeant in the Eastern Province Horse during the late Boer war, had made application through a resident of Port Elizabeth for assistance from the above Fund, and that upon consideration of the application and the circumstances of the widow the Committee had granted her an amount of fifty pounds. This sum was forwarded to the Lord Mayor, with the request that arrangements might be made for disbursing this amount in such sums as might be deemed desirable, so that the widow might derive the utmost benefit from the grant. Acting with the approval of the Lord Mayor, I interviewed the widow and made enquiries as regards her circumstances, and made arrangements for

disbursing the amount by weekly instalments of one pound until the grant was exhausted, which was accordingly done. The vouchers for the weekly payments have been forwarded to the Honorary Secretary of the Fund, and an acknowledgment has been duly received.

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### NEW SOUTH WALES DROUGHT RELIEF FUND.

The New South Wales Drought Relief Fund, inaugurated at a public meeting held in the Town Hall in January, 1903, was closed early in 1904.

In February last year the members of the Executive Committee of the Lord Mayor's Drought Relief Fund assembled in the Town Hall, when an illuminated address was presented to Mr. H. C. Brierley, Honorary Secretary of the Fund, the Lord Mayor (Alderman S. E. Lees) being in the chair.

On the termination of their arduous and somewhat exacting duties, the members constituting the Executive Committee were desirous of placing on record their appreciation of the able manner in which Mr. Brierley had carried out the trying and arduous duties of that office in all its details since the inception of the movement. The Executive Committee believed that the Fund, which in the aggregate amounted to £23,454, had been administered to the entire satisfaction of the subscribers, and with the greatest possible benefit to the suffering people for whom it was primarily intended, and that this happy result of the efforts which had been put forth was largely due to the remarkable energy, tact, and business ability which had been displayed by the Honorary Secretary in giving effect to the methods adopted for raising and disbursing moneys entrusted to the Committee as trustees for the subscribers. For nearly six months the Honorary Secretary devoted all his spare time to the work, and the Committee recognised that was a sacrifice that very few citizens would be prepared to make, and the whole of the money was distributed without one single cavil or complaint, and at an expenditure of less than three per cent.

The Lord Mayor, in presenting the illuminated address to the Honorary Secretary, remarked that his ability and resourcefulness were well known, and the recognition of his services was well deserved.

The Honorary Secretary, in acknowledging the presentation, said that the result of the efforts made by the Committee had proved that when appeals were made to the public for help in cases of widespread distress, the response of the people was certain so long as they were assured that the administration was in proper hands.

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### NEW SOUTH WALES PUBLIC DISASTER RELIEF FUND.

The particulars with regard to the inception of the New South Wales Public Disaster Relief Fund are fully set out in my reports for 1903 and 1904.

As intimated in my last Annual Report, the balance standing to the credit of the fund at 31st December, 1903, was £15,631 7s 11d, less £31 11s 3d, which had been received but not paid to credit until after 31st December, thus leaving the actual balance to credit at 31st December, 1903, £15,599 16s 8d. During the past year additional contributions were received amounting to £19 8s 6d, making, with the £31 11s 3d referred to, £50 19s 9d. The Commercial Banking Company made a refund of the bank charges for commission, etc., amounting to £3 13s 6d, and a sum of £250 8s 6d was specially collected for the relief of the sufferers consequent upon the "Nemesis" disaster. The receipts were also largely augmented at the close of the year by bank interest, £452 9s 10d, a sum of £244 4s 3d being received from the Commercial Banking Company of Sydney and £208 5s 7d from the Bank of New South Wales, the receipts from all sources in addition to the balance brought forward from last year amounting to £16,357 8s 3d. During the year £1,560 4s 6d has been expended in allowances to sufferers in connection with the Mount Kembla disaster, and a sum of £250 was remitted to the Central Committee of the "Nemesis" Relief Fund for distribution, whilst the charges for administration, postages, etc., amount to £62 5s, and advertising, printing, etc., to £11 16s. Included in these amounts is a sum of £52, which was voted by the Executive Committee to provide for such clerical assistance as might be requisite in connection with the administration of the Fund for the time being. This amount is disbursed by the Hon. Secretary, and the vouchers have been duly produced to the Auditor. The balance standing to credit at 31st December last amounted to £14,473 2s 9d, namely, £6,168 6s at the Bank of New South Wales and £8,304 16s 9d at the Commercial Banking Company of Sydney.

Those relieved by the Executive Committee in connection with the Mount Kembla disaster comprise thirty-three widows; three widows who lost husbands and sons; four mothers in respect of deceased sons; two sisters on account of deceased brothers; one father in respect of a son injured; one mother in respect of a son injured; one guardian appointed by the Court in respect of two children whose father was killed; two widows who have since remarried, but who continue to receive allowances in respect of children; and one hundred and two children under fourteen years of age—altogether one hundred and forty-seven beneficiaries.

The Executive Committee have had some few claims under consideration from time to time in respect of which they have not received sufficient information to justify allowances being made, but they are always open to reconsideration whenever additional information is forthcoming.

The Executive Committee at the outset decided that the maximum payment to widows should be fixed in accordance with the scale of payments under the Miners' Accident Relief Fund, namely, eight shillings per week, and two shillings and sixpence per week for each child under fourteen years of age, each case being considered entirely on its merits. The Executive Committee likewise determined that under special circumstances a bonus or donation might be granted, and in three instances special grants of this character have been made.



Prior to deciding upon the scale of payments the Executive Committee had under consideration certain schemes providing for the grant of temporary annuities in respect of the children having claims upon the Fund, such schemes having been submitted by the Australian Mutual Provident Society and the Mutual Life Association of Australia; but as the sum required in order to secure an annuity of £7 10s per annum for each child until sixteen years of age practically absorbed one-half of the total amount at the disposal of the Executive Committee, the annuity system was abandoned, and in lieu thereof the Executive Committee decided to distribute the Fund by making regular and special allowances according to circumstances, after full investigation into each claim submitted.

A considerable sum having been obtained by the Public Instruction Department, apart from the contributions obtained under the auspices of the Committee authorised by public meeting to inaugurate the Fund, a conference was held between those representing the Department of Public Instruction and the Executive Committee, when it was arranged that with regard to the distribution of funds controlled by the officers of the Department, such fund should contribute to the fund controlled by the Executive Committee a proportionate sum of one-fifth, such proportionate sum being equivalent to the total amount collected by the General Committee. A claim has been made upon the Department accordingly, and it is anticipated that a cheque for the amount will be received at an early date. The amount at credit therefore will be increased by upwards of three hundred pounds.

The Executive Committee held thirteen meetings during the past year. The books and accounts for the year ended 31st December last have been examined and audited by the Honorary Auditor, Mr. Robert Dougan, General Auditor to the Municipal Council of the City of Sydney, and the second annual statement of accounts will be submitted in due course duly certified and endorsed and laid before Parliament in accordance with the constitution of the Fund.

The Executive Committee propose to express to the Inspector-General of Police their hearty appreciation of the services rendered by officers of the Police Department in investigating and reporting upon claims; also to Mr. Blanksby, Secretary, Miners' Accident Relief Fund, for furnishing information from time to time; and the Honorary Auditor, Mr. Robert Dougan, and to the local manager of the Bank of New South Wales at Wollongong for his valuable assistance in connection with the distribution of the Fund.

The work connected with the administration of the Fund during the past year has involved much personal attention and supervision on my part, and has necessarily taken up a considerable amount of time. Whilst always willing to render any assistance in my power in connection with benevolent and philanthropic movements of this character, consistently with the proper discharge of my public duties, I have on more than one occasion expressed a desire to be relieved from the position of Honorary Secretary, which entails a certain amount of responsibility; but as the Lord Mayor is *ex-officio* Chairman of the General Committee and the Executive Committee, as well as one of the treasurers of the Fund, I have consented to act for at least another year.

## THEATRES AND PUBLIC BUILDINGS—COUNCIL'S POWERS.

In connection with the inspection of theatres, questions have arisen with regard to the Council's powers as regards buildings of this class.

Under the provisions of Section 25 of the City of Sydney Improvement Act, plans and particulars of the buildings, describing especially the proposed arrangements for lighting, ventilation, and drainage, and also for the ready egress of the public, must be submitted for the approval of the City Building Surveyor and the City Health Officer before the building is commenced, and under Section 26 it is provided that no building of the class referred to shall be used by the public until the City Building Surveyor and the City Health Officer have certified after examination that such building is safe and fit to be used as a public building. Subject to the provisions of the Act, the City Building Surveyor has authority under Section 27 to examine work which he may suspect to be done contrary to the requirements of the Act, and to take certain prescribed action thereon. Theatres and buildings of the same class are subject to all the rules and regulations of the Act in every way as regards thickness of walls, height of building, foundations, dampcourses, ventilation, parapets, air-spaces under floors, alignments, etc.

Under the Public Health Act the City Health Officer has large powers regarding the provision of sanitary conveniences, and the City Building Surveyor and Health Officer have large powers under Sections 32 and 33 of the City of Sydney Improvement Act concerning the same matter. Under the provisions of the by-laws the City Health Officer can enforce the requirements with regard to making the buildings rat-proof.

With regard to the nature of the buildings comprised within the classes referred to, in clause 25 it is provided in Schedule "A" to the City Improvement Act that if a building be built originally as a church, chapel, or other place of public worship, college, hall, hospital, theatre, public concert-room, public ball-room, public lecture-room, public exhibition-room, or occupied or intended to be occupied as such, or for a similar purpose, or otherwise used or intended to be used either temporarily or permanently for the assemblage of persons in large numbers, whether for public worship, business, instruction, debate, diversion, or resort, then it is to be deemed to belong to the third or public building class.

It is also provided in the same schedule that if a building originally built or subsequently altered so as to bring it within any one class be subsequently converted into or used as a building of another class, then it is to be deemed to belong to such other class, and as to it all the conditions prescribed with regard to buildings of the same rate as such other class must be fulfilled as if it had been originally built of such class, subject nevertheless to such modifications as shall be sanctioned by the surveyor on supervision thereof; or if a building be used partly as a dwelling-house and partly for any purpose which would bring it within the second or warehouse class, and as to it all the conditions prescribed with regard to buildings of the same rate of such class must be fulfilled as if it had been originally built of such class, subject nevertheless to such modifications as shall be sanctioned by the surveyor on supervision thereof.

## INSPECTION OF THEATRES—GOVERNMENT THEATRES COMMITTEE.

Acting upon the suggestion and with the concurrence and approval of the Lord Mayor, who heartily welcomed any means tending to ensure the safety of the public in case of fire or panic in theatres, the Hon. the State Premier and Chief Secretary, Sir John See, K.C.M.G., on the 7th January, 1904, appointed a representative Departmental Committee for the purpose of discussing the question of regulating theatres and other places of public resort in the City, but having particular regard to the consideration of what steps should be taken to minimise the risk of fire and the danger of panic in theatres, public halls, and places of public concourse.

This Committee consisted of the following Government and City Officers, namely :—Mr. J. M. Gibson, Under-Secretary, Chief Secretary's Department, Chairman ; Mr. J. Davis, M.I.C.E., Under-Secretary, Public Works Department ; Mr. Edmund Fosbery, C.M.G., Inspector-General of Police ; Mr. W. L. Vernon, F.R.I.B.A., Government Architect ; Mr. George McRae, Principal Assistant Architect ; Mr. Hugh Pollock, B.A., LL.B., Solicitor-General ; Mr. J. V. Tillett, Crown Solicitor ; Mr. C. Bown, Chairman, Metropolitan Fire Brigades Board ; Captain Webb, Superintendent, Metropolitan Fire Brigades Board ; Mr. N. G. Sparkes, Deputy Superintendent, Metropolitan Fire Brigades Board ; Mr. R. H. Brodrick, Architect and City Building Surveyor ; and Mr. T. H. Nesbitt, Town Clerk.

Beyond chronicling the fact of the constitution of the Committee and bearing testimony to the immense amount of valuable work which it has performed during the past year—work in which I was precluded from taking any active part, owing in the first place to the fact that meetings of the Committee were invariably held on the same day and at the same hour as one of the Standing Committees of the Council at which my attendance was expected, and in the second place to the resentment which was exhibited by one member of the Committee against the action taken by the Lord Mayor,—it was not my intention to make any extended reference as to the nature of the work performed, seeing that at the present stage it does not come within my province to do so. Seeing, however, that certain official correspondence has been officially communicated to the press in relation to the work of the Committee, I am justified in making a passing reference to what has transpired. According to a statement made by the Principal Assistant Architect in the Government Architect's Department, at the first meeting of the Committee it appears that before any theatre is licensed designs must be submitted to the Chief Secretary's Department, and if they are found satisfactory, then the Government Architect approves of the property and a license is issued. If the plans are not considered satisfactory, then the license is not issued. But once a license is issued it holds for a year, and the Department has no power to prevent the holder of a license making alterations during the currency of a license. Immediately the license expires, however, the Department can step in and deal with the matter. The Department has no power to enter and see that the exits are clear. There is a provision that the exits should be kept clear, but the Department has no power to enter to see that the provision is enforced, neither has the Department any power to cancel a license. At the expiration of a license application

is made for a renewal, and then the case comes under review again. If alterations have been made or the house is not considered up to the required standard, the lessee is compelled to make the necessary improvements, and if this is done a license is issued or a renewal granted. In advising the Chief Secretary's Department, an officer from the Government Architect's Department visits the premises and a careful inspection is made; and it is alleged that licenses have been refused over and over again until the alterations required to be made have been carried out. The Department, it is stated, supervises the whole building, the exits, the position of the seats, the number of seats, ventilation and general arrangements. The supervision, however, does not extend to public halls, but is confined to theatres only.

With regard to the powers possessed by the Metropolitan Fire Brigades Board, it is provided under the Fire Brigades Act that the Superintendent shall at all times have free access to all theatres and other buildings within his district used for purposes of public entertainment or of public concourse, in order to report to the Board whether the proper or prescribed regulations or precautions against fire are being duly observed. In this connection it was reported to the Committee that the Superintendent and his officers take very great care in seeing that provision is made with regard to fire protection and extinction, but the Board possessed no power beyond that, and certain regulations were required to bind the owners, to minimise as far as possible the danger of fire and panic.

At the first meeting of the Committee the following resolutions were adopted unanimously :—

1. That legislation should be passed authorising regulations which will have the force of law for the general control and management of theatres, public halls, and places of public concourse in respect of the comfort and safety of the public, but that the Committee offer no opinion on the question of policy as to what authority should administer the Act.
2. That a Sub-Committee be appointed, consisting of the Principal Assistant Architect, the City Building Surveyor, the Superintendent of the Fire Brigades and the Inspector of Theatres, to report generally on present theatrical arrangements and the condition of theatres, and to ascertain for the information of the Committee how and in what time the different theatres are emptied at the termination of the performances, and whether the buildings are overcrowded.
3. That the licensees of the different theatres be informed that they will be required to keep all ordinary and emergency exits unfastened during all performances, and at the termination thereof to keep all such exits open for the use of the public, and that stringent steps will be taken if at any time it is ascertained that overcrowding has been permitted.
4. That the licensee of the different theatres be requested to arrange for a fireman in uniform to be constantly on the stage during the progress of all performances.



Subsequent to the appointment of the Sub-Committee, it came to the knowledge of the Lord Mayor that one member had intimated that if the City Building Surveyor proceeded in making the independent inspection authorised by the Lord Mayor, the City Building Surveyor could not expect to be permitted to accompany the other members of the Sub-Committee when making their inspection; indeed, the member referred to intimated that he would not meet the City Building Surveyor on the matter. The Lord Mayor, however, declined to withdraw the instruction, and the City Building Surveyor proceeded to make an independent inspection.

Shortly afterwards the Lord Mayor received a letter from the Premier stating that he had been given to understand that beside the Special Board appointed by him to report on the state of the licensed theatres of Sydney, the representative thereon of the City authorities was preparing a separate and independent report for submission to the City Council in anticipation of any general report that may be forwarded to the Government by the Board. Assuming such information to be correct, the Premier intimated that he desired to say that in his opinion the report of the Special Board should be a joint one, and, furthermore, that action such as that indicated was calculated to raise difficulties among the members of the Board.

The Lord Mayor, in reply, stated that he fully recognised the value of a joint report being submitted to the Premier, but in explanation of the action taken by the City Building Surveyor as representative of the City Council, certain duties devolve upon him by Statute, and prior to the interview which the Lord Mayor had with the Premier on the important matter of the safety of the public in theatres in cases of fire, panic, or other emergency, the Lord Mayor had already issued instructions to the City Building Surveyor to visit and inspect not only licensed theatres, which more properly come under the jurisdiction of the Minister for Works, but all public halls and places of public resort. Part of the work, it was pointed out, was already in hand; indeed a report on one public building was practically completed, and it was generally known and had been reported to the City Council; and again the Town Clerk mentioned the fact that such inspection had been authorised and was in progress at the meeting of the representatives of the several public authorities convened by the Premier in conference.

The Lord Mayor took the opportunity of assuring the Premier that it was not from any spirit of antagonism that such inspection had been proceeded with, but having given the instruction, and the work having been partly done, considerable difficulty arose in receding from the position taken up, and under these circumstances the City Building Surveyor had proceeded. The Lord Mayor concluded by stating that he knew from personal knowledge that the City Building Surveyor did not in any way desire to anticipate any joint report upon the conclusion of the work, and he added for the information of the Premier that the action taken by the City Building Surveyor under instructions prior to the Premier convening the conference had been productive of much good in many quarters.

It is with great regret that I have been obliged, in justice to my colleague, to refer to this incident. It has always been my duty to endeavour to work harmoniously with all public officers consistently with the discharge of my duty to the City Council, and no reference would have been made

to the incident had it not been for the fact that certain official communications were recently made to the press indirectly referring to the apparent want of interest of the City Building Surveyor and myself in connection with the proceedings of the Government Theatres Committee, and as those communications are official records I am obliged to give the other side of the question.

With regard to the work done by the Government Theatres Committee and the Sub-Committee, the importance and the immense value of that work is beyond question, and I have repeatedly testified to it during the past year; but to allege that the real work in connection with the theatres stands to the credit of that Committee is puerile and childish in the extreme. The whole movement was initiated by the Lord Mayor, and if credit has to be accorded for any good results which have been achieved, it is due to the Lord Mayor for authorising the inspection by an officer of the City Council and for preferring the request to the Premier that departmental action should be taken, and to the Premier for so readily acceding to that request; but there is no credit due to any public officer for merely doing his duty. It may be that there is a certain amount of discredit attributable somewhere owing to the fact that no drastic action was taken until the subject was prominently brought forward by the Lord Mayor.

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### INSPECTION OF THEATRES—MUNICIPAL ACTION.

In view of the terrible catastrophe which occurred in Chicago at the end of 1903, the Lord Mayor within a day or two of assuming office gave imperative instructions to the City Building Surveyor to make a thorough and comprehensive inspection of all theatres, public halls, and places of public resort used for purposes of public entertainment in the City irrespective of the Council's powers to deal with such buildings, and immediate steps were taken to give effect to this instruction, the Lord Mayor intimating that if on minute investigation the City Building Surveyor found any serious defects affecting public safety and necessitating drastic recommendations, the Lord Mayor, acting on behalf of the Council, would approach the Government with a view of getting the necessary authority to put them into operation by means of legislative enactment or otherwise.

Having regard to the precise nature of the instructions given to the City Building Surveyor, I deemed it my duty to point out to the Lord Mayor that in the existing state of the law the Council had no power to authorise an inspection of theatres or buildings of the character indicated, and that the Council did not possess any authority to issue certificates or licenses or to ensure the existence and the maintenance of proper exits, or to deal with fireproof curtains, or to make regulations, or if made to enforce them or generally to safeguard the buildings in the public interest, the powers possessed by the Council in this regard being of the most restricted and infinitesimal, not to say ridiculous character, so that if any action was taken by the Council's officers it might bring about a certain amount of friction with the Government Departmental Officers primarily responsible.

The Act under which the Council is working is practically effete and obsolete, and merely gives the Council certain powers principally in relation to the erection of new buildings ; but beyond that the Council is in effect almost powerless as regards enforcing requirements in buildings which may have been erected for some time. On the occasion of the destruction of Her Majesty's Theatre by fire some two or three years ago the Lord Mayor (Alderman Hughes) and the City Solicitor, the City Surveyor, the City Building Surveyor and myself went fully into the whole matter as regards the powers possessed by the Council with the object of ascertaining to what extent the Council could require and legally enforce improvements. On the rebuilding of the theatre, it will be remembered, the plans were submitted to the Council in due course, but it was only after a protracted struggle and the determined stand taken by the Lord Mayor (Alderman Hughes) that the owners of the premises eventually agreed to construct the exit into Market Street, although it is freely admitted that there was no obligation upon them to do so as far as the powers possessed by the City Council could be brought into operation. It will be for the public to say whether this alteration was for the benefit of theatre-goers or otherwise, and yet the Council could not insist upon its being carried out, neither has there been any indication that any improvement in the direction named had been insisted upon or even suggested by the responsible licensing authority. Her Majesty's Theatre now, however, will compare very favourably with theatres in other places, though certain suggested alterations have been made by the City Building Surveyor quite recently which it is believed will eventuate in still further improvement as regards public safety.

The Lord Mayor fully recognised the impotence of the Council as far as the exact legal position was concerned, but as the City Council was to a large extent the representative body having the interests of the City in its custody, and there being a distinct moral obligation upon the Council to protect those interests, the Lord Mayor considered that a great moral obligation rested upon the Council, and that unless prompt action was taken with a view to stringent measures being adopted where found necessary and to locate direct responsibility in the event of any catastrophe occurring, the Council, whilst not legally liable, would be held morally culpable and deserving of censure, it was decided—especially as at this stage there was no indication of any action being taken by those actually responsible—to proceed in the matter, and to confirm the instruction, particular attention to be given to existing arrangements for the extinction of fires in such buildings, also the means of exit available and the maintenance of such means of exit in case of such a fire or panic occurring.

Whilst admitting that the course taken by the Lord Mayor was a correct and timely procedure to take in the interests of the public, I felt that it was more or less a work of supererogation and might have the effect of bringing the Council into conflict direct or indirect with those legally responsible, and who might possibly indicate alterations on lines altogether different, especially as in the first instance the inspection depended entirely upon the goodwill of the proprietors or lessees, and that anything the Council could do could only be done by permission and with the concurrence and approval of the proprietors or lessees. It is true that the Council, through the Lord Mayor, on the report of the City Building Surveyor, may offer good advice and make pertinent suggestions, but it is

not incumbent upon proprietors or lessees to accept this advice or carry out such suggestions, and in the majority of cases such advice and suggestions might be received in the traditional manner and nothing eventuate. It was, however, recognised that the responsibility would rest upon the proprietors and lessees if they deliberately ignored the recommendations made on the report of the City Building Surveyor, and that such responsibility would be a very serious one, and in certain contingencies might have the effect of bringing the parties to very unpleasant and undesirable acquaintance with the law. In view of the interests involved, the action of the Lord Mayor with regard to initiating the rigid inspection which has since taken place cannot by any means be regarded as superfluous, the end having more than justified the means, and taken as a whole it may be said that there has been a reasonable disposition evinced on the part of proprietors and lessees to meet the Lord Mayor in the matter, and I am pleased to state that with one exception every facility has been afforded for purposes of inspection.

At the time it was stated in the press that it had been claimed for the Sydney theatres that every precaution had been adopted which would give the greatest security for audiences in case of fire, and it was pointed out that such an assurance was very gratifying no doubt, but it would be very desirable to have its absolute correctness affirmed by independent testimony. The investigations made by the City Building Surveyor, and subsequently at the instance of a committee of public officials, appointed by the State Premier at the request of the Lord Mayor, and to which a reference is made elsewhere, clearly show that as regards public safety and means of egress in case of fire or panic in certain of the Sydney theatres and places of public resort, the public of Sydney have been living in a fool's paradise ; indeed, language cannot be found too strong to condemn the reprehensible ineptitude and supineness and consequent culpability which has permitted certain places to be licensed year after year without enforcing drastic alterations. The *Evening News*, in January, 1904, observed that there were a number of sceptics who had their suspicions as to whether at any rate all the Sydney theatrical structures nowadays were such models of safety as it had been assumed they were in regard to outbreaks or alarms of fire. The reports of the City Building Surveyor, as submitted to the Lord Mayor, show that those sceptics were fully justified in their suspicions, and that the observations made by the *Evening News* were appropriate and prophetic.

In reporting generally upon the reference from the Lord Mayor, the City Building Surveyor properly observed that the subject generally is of such vast importance, and opinions are so diversified as to how far certain rigid regulations can be laid down, that in his opinion much deep thought from various expert minds is requisite to frame absolutely up-to-date legislation on the questions at issue, having regard to the primary consideration—the safety of the general public, and also that of the artists and employees in case of fire or panic.

The general standpoints from which during the course of his inspection the City Building Surveyor viewed the subject may be enumerated as follows :-

1. Conditions of site and liability to fire from outside surroundings.
2. The separation of the building into different fire risks by the intervention of party-walls.



3. The means adopted or to be recommended for adoption for minimising the risks likely to arise from panic, having special reference to the following matters incidental thereto :—Ample exits distinctly marked, aisles, corridors, staircases, seating, handrails, floor levels, number of tiers, and position of dressing-rooms.
4. The means to be taken for the prevention of fires, having special reference to the following matters :—The fixing of a fire-resisting curtain over the proscenium, and providing a water curtain in addition, both to be so fixed as to be easily manipulated from the stage ; ample ventilation in the stage roof lighting systems, adequate escape from flies, adequate insulation of electric light wires, metal gaspiping, wirecaging over naked lights, position of gas meter, number of gas services, lighting of dressing-rooms, oil lamp lighting of passages, etc., as auxiliary ; and the absolute removal of theatre property on the completion of each theatrical production.
5. The means to be taken to secure expedition in extinguishing fires, having special reference to the following matters incidental thereto :—Water service generally, sprinkler system and alarm from overhead tanks, number and position of hydrants, supply of fire buckets, and the compulsory fire drill of the theatre attendants, and that such attendants should be under the control of the firemen for the time being.

The work of inspection was commenced early in January, 1904, and lengthy reports of the conditions prevailing, together with recommendations as to suggested improvements, were furnished to me by the City Building Surveyor in relation to the following theatres, namely :—Criterion Theatre, 18th January, 1904 ; Theatre Royal, 8th February, 1904 ; Lyceum Theatre, 21st March, 1904 ; Palace Theatre, 31st May, 1904 ; Tivoli Theatre, 15th September, 1904 ; and Her Majesty's Theatre, 21st December, 1904.

These reports, although separately prepared, were with few exceptions almost on the same lines with those prepared by a Sub-Committee appointed by the Government Committee on Theatres, of which Sub-Committee the City Building Surveyor was a member. The receipt of separate notices at different dates by proprietors has undoubtedly been somewhat confusing, but this under the circumstances was quite unavoidable. It is at the same time a pleasure to report on the authority of the City Building Surveyor that during the course of the inspection he was treated with the greatest courtesy throughout by the proprietors and managers alike, and judging by appearances there was an indication of willingness to meet the Council's desires. The reports on the theatres named were not forwarded to the Government Theatres Committee, as the Lord Mayor decided that at that stage the reports should be treated as strictly confidential in the same manner as the City Building Surveyor and myself were requested to consider those issued by the Government Theatres Committee.

Immediately on receipt of the reports from the City Building Surveyor, after consultation with the Lord Mayor I forwarded a letter to the proprietor of the particular theatre concerned covering a list of

requirements which had been reported as being necessary, and stated that the Lord Mayor trusted such requirements would be immediately complied with for the better prevention of fire risks and the more easy escape of an audience from the theatre in case of panic or emergency. It was further intimated that at the time the Lord Mayor did not intend making any communication to the press or to report the matter to the Council, it being his desire and earnest wish to give the proprietors and their accredited representatives the opportunity of carrying out the recommendations and requirements without causing any unnecessary alarm or prejudice in the minds of the public, and he therefore trusted that his action in this respect would be reciprocated in the spirit in which it was undertaken, and that the works required would be carried into effect without delay.

It must not be forgotten that there was nothing to prevent the Lord Mayor communicating with the press or acquainting the Council with the deplorable conditions of things existing in certain of the theatres; and having regard to the intimation which was made, it is interesting to note under their respective headings the consideration extended to the Lord Mayor by the proprietors or those representing the proprietors in their endeavours to carry out the requirements contained in the report of the City Building Surveyor, and which was subsequently confirmed practically in their entirety by the Government Theatres Committee.

A necessarily brief synopsis of the condition of things prevailing and an abstract of the most important of the suggested requirements is submitted in relation to each of the theatres inspected, and generally speaking it may be stated that the City Building Surveyor and the Chief Draughtsman deserve every praise for the painstaking and careful manner in which the work of investigation was prosecuted, more especially as the work did not devolve upon them in ordinary course as a part of their regular duty.

It is interesting to note that in relation to this very important matter, in consequence of public attention having been directed to the construction of buildings used as places of public resort, and more especially to the means provided for securing general safety in cases of fire or panic, Alderman Harris, when Mayor in 1882, in company with the City Architect, City Health Officer, and Inspector of Nuisances, made an exhaustive inspection of the public edifices in the City where large congregations are in the habit of assembling. A report dated 3rd April, 1882, was submitted giving the result of the inspection of the Queen's Theatre, the Opera House, the Theatre Royal, the Gaiety Theatre, and the Victoria Hall. This report was accompanied by detailed descriptions of the several portions of the buildings to which the public were admitted as well as of the parts occupied for the purpose of performances, and showing what provisions were made for ingress and egress, ventilation, and sanitary convenience. At the same time Alderman Harris took occasion to point out that it did not appear to be in the power of the Council to adopt or enforce any regulations as to the arrangements or management of theatres already built in the City, and to express the hope that by some special enactment or by some action on the part of the Government provisions might be made for dealing with a matter which so seriously affected the health, the comfort, and the safety of the community.

## INSPECTION OF THEATRES—CRITERION THEATRE.

The Criterion Theatre, which was the first theatre inspected by the City Building Surveyor, is situated at the south-west corner of Pitt Street and Park Street, both of which thoroughfares are of a width of sixty feet at this part. The property adjoining on the south side consists of the Pitt Street Congregational Church, while on the eastern side the property adjacent consists of a shop and dwellings with a large open space in the rear, besides which the theatre possesses on this side the additional safeguard of an open area three feet six inches wide, the full depth of the site. There are no adjoining windows or openings overlooking the site, and generally the risk of fire from adjoining properties was in the first instance regarded as infinitesimal. In a supplementary report issued subsequently the City Building Surveyor stated that on further survey he found that the theatre and hotel premises were somewhat intermixed; that whereas on one floor portions of the theatre premises were overlapped by those of the hotel, on the next floor the case was reversed; and further, that the possibility of fire occurring in the hotel might allow of the entry of smoke into the theatre, thereby causing a panic. It was therefore suggested that the owners should be requested to provide in all cases where they do not already exist, solid fire resisting ceilings to all exits from the theatre overlapped by the hotel or other premises, as also all floors and divisional partitions wherever occurring between the hotel and theatre premises.

The plan of separating the building into different fire risks by the carrying up of solid walls above the roof had been followed with slight exceptions. The walls through were found to be of ample strength, and in all cases were carried up as parapet walls or higher than the surrounding roofs.

In the dividing wall between the theatre and the adjoining hotel premises two windows were noted as overlooking the auditorium roof. This the City Building Surveyor considered very inadvisable, and the management intimated that steps were about to be taken to build up the openings in brickwork. In the proscenium wall overlooking the auditorium roof there were two openings for ventilation, closed by sliding doors worked from the stage level.

The number of exits was stated to be large, and the construction excellent, but unfortunately the positions of their termination was not altogether reassuring in every case.

The gallery and family circle staircase had in several instances single stairs which were described as treacherous, and it was suggested that these should be avoided by slopes or otherwise; again, the last flight leading to the Park Street exit was long and unbroken. If, even at the expense of curtailing the hotel dining-room, a good landing and a wide finishing flight to a new Park Street entrance could be arranged—and the City Building Surveyor is of opinion that it could—a twofold object would be attained, for not only would a safer exit be provided for the gallery occupants, but the exit existing from the stalls would be available for emptying that part of the auditorium near the stage end, and also the small escape stair from the family circle and dress circle. The staircases were provided with handrails. The floor level of the stalls with regard to the street was excellent. The number of tiers was not considered excessive. The position of the dressing-rooms was in the

basement ; and though these, it was reported, would be far better in a separate block, it was stated to be impossible to arrange them so on this site.

The division walls are of brick and the floors of concrete. The dressing-rooms under the hotel premises, the City Building Surveyor considered, should undoubtedly be separated therefrom by fire-resisting material, as also should the ceilings of passages and also rooms under the auditorium. Should a conflagration take place on the stage, the artists' escape from these rooms would be by a stone stairway leading to the Pitt Street southern entrance. The rooms to street frontage have areas covered with open gratings which can be lifted.

The theatre was provided with a water curtain, the pipe being of two and a half inches diameter. The fixing of an asbestos curtain, however, was strongly recommended as being very requisite, as it must of necessity allay panic by hiding any conflagration on the stage absolutely from the audience, while the compulsory dropping of the curtain during the intervals would be assuring in every way.

It was recommended that, in the event of it being found that the height of the stage from the floor to the roof was insufficient for the fixing of an asbestos curtain in one continuous drop, such a curtain should be fixed with a folding flap or a steel roller curtain provided in lieu thereof. It was also suggested that the construction of the proscenium framing required solid fire-resisting protection beyond the end of the brickwork of the proscenium wall to allow of the curtain when down forming a complete smoke and fireproof screen between the stage and auditorium.

A large metal vent in the stage roof for the ready escape of smoke easily manipulated from the stage was also recommended as a necessity in place of the openings in the proscenium wall, which would tend to conduct the smoke towards the openings in the auditorium roof. The doorways in the proscenium wall, it was recommended, should be blocked by doors of fire-resisting materials, and to include those below the stage level leading to the basement, and also that leading to the two dressing-rooms nearest the stage.

The escapes from the stage were reported as being good, there being one to the yard in the rear, two to the street direct, several to the basement, and one to the scene-dock in the rear. The end doors to the street exits, which opened inwards, were in process of being altered by the management at the time the premises were visited. The communication between the scene-dock and the engine-house, partly of timber, it was suggested, should be replaced with brickwork and fire-resisting doors, and doors of this description placed also between the scene-dock and the workroom. The doorways under the stage front used by the orchestra were in process of being made of fire-resisting type. The gas brackets were fixed and carefully wired over, the gas services being divided, and the electric and gaslighting switchboards were adjacent to one another and were under perfect control.

The removal of scenery on the completion of each production, it was suggested, should be compulsory, although in the Criterion Theatre particular attention seems to have been given to this, and the absence of rubbish accumulations was remarkable.



Auxiliary lighting was provided by means of carriage lamps, and an increase in the number of these would, in the City Building Surveyor's opinion, be very advisable.

The water supply and the service generally was reported as good. The fire hydrants, which were provided on each floor, were placed according to the wishes of the Fire Brigades authorities.

The management was about to fix sprinklers in the scene-dock and workshops, which would be of advantage, but it was suggested that if they could be prevailed upon to adopt a system of automatic sprinklers and fire alarms worked from an overhead supply tank, great advantage would be gained to the property, though probably the adoption of this system would be of little assistance as a life-saving appliance.

Two firemen were regularly in attendance, one on the stage and one in the upper tier, but there is little doubt that these officers should be entirely under the control of the Metropolitan Fire Brigade.

Briefly, the recommendations suggested were as follows :—

- (a) The bricking up of two windows in the dividing wall above the roof ; (b) fixing up a large metal vent in the stage roof ; (c) bricking up of openings in the proscenium wall above the auditorium roof line ; (d) removal of single steps in side passages of the dress circle ; (e) widening of Pitt Street southern entrance ; (f) fixing of springs to seats in stalls and dress circle ; (g) single steps on the gallery stairway to be done away with ; (h) provision of a good landing to the gallery stairs, with wide finishing flights to a new exit in Park Street ; (i) fireproof ceilings over dressing-rooms under the hotel, and the ceilings of basement passages ; (j) more distinct markings of all exits on coloured lamps ; (k) asbestos curtain to proscenium front ; (l) all doorways in proscenium front to have fire-resisting doors ; (m) stage exit doors to open outwards (since carried out) ; (n) brickwork between the scene-dock and the engine-room, and fire-resisting doors to openings also between the scene-dock and the work-room ; (o) increase of auxiliary lighting ; (p) the compulsory frequent removal of scenery from the premises ; (q) no standing in passages or sitting in aisles on any account to be permitted ; (r) the installation of an automatic sprinkler system and fire alarm for overhead tanks ; (s) the firemen engaged to be placed under the complete control of the Metropolitan Fire Brigade ; (t) the water supply to the fire curtain to be direct from the main, not as at present through the general fire service.

The City Building Surveyor laid particular stress on the conclusion at which he had arrived, namely, that it is an indisputable fact that the safety of the theatre had been unfortunately overlooked in an endeavour to provide a commodious hotel on the same site. How this theatre came to be licensed year after year is a mystery which at present is beyond comprehension.

The letter in respect of the Criterion Theatre was forwarded on the 25th January, 1904. Just twelve months afterwards the City Building Surveyor reported : " The alterations being carried out to the building

are far advanced. The new escape from the dressing-rooms is nearly complete and new dressing-rooms built. The larger alterations, such as extension of auditorium and arrangement of escapes from this portion of the building, are being done gradually and with great care to avoid any structural collapse. When completed the building will be a vast improvement on the original one. Every effort is being made to urge on the work."

The Government Theatres Committee have reported that the alterations recommended by the Committee are being satisfactorily and expeditiously carried out, there being between eighty and ninety workmen employed, and it was stated that the work will probably be completed about Easter.

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### INSPECTION OF THEATRES—THEATRE ROYAL.

The Theatre Royal is situated on the south-eastern portion of the block which is bounded by Pitt Street, Moore Street, Castlereagh Street and King Street, the main connections with the streets being by means of a right-of-way upon the northern side extending from the stage door to Castlereagh Street from thirteen feet down to nine feet wide, a vestibule connected with Castlereagh Street fifteen feet nine inches wide, and a passage connected with King Street seven feet nine inches wide.

On the eastern, western and southern sides of the Theatre Royal the adjoining buildings of varying heights are erected in close proximity to the boundary walls of the theatre, while generally the buildings on the north side vary from nine to about twenty feet from the main theatre walls, but are only about four feet from the northern wall of the dressing-room block. The actual site occupied by the theatre is, on the authority of the City Building Surveyor, distinctly an unsuitable one, and in a new theatre quite inadmissible, hemmed in as it is by other buildings. The total approximate width of the theatre proper is about sixty-two feet and the depth about one hundred and fifty feet, while the total frontage of exits to public thoroughfares from within the building is but twenty-four feet, less than one-sixteenth of the total length of boundaries, whereas regulations of the London County Council demand that at least one-half of the total length of boundaries of the site of a theatre shall abut upon public thoroughfares.

In connection with the Theatre Royal, there is a considerable risk of fire from surrounding premises, as a large number of them are used as dining-rooms, etc., and it is safe to assume that fires are probably kept going in the kitchens from early morning until late at night, many of the chimneys being carried up with iron piping. It is a severe regulation in other parts of the world that no theatre shall be built nearer than twenty feet to the windows or other openings belonging to any other premises overlooking the site. In this case there are many windows of adjacent premises in close proximity to the external walls. Both of these factors are a constant menace and danger.

Another danger consists of a large number of electrical supply wires being fixed over the roofs and in contiguity thereto, one main cable being at one point but three inches from the roof covering.

The premises in King Street and Castlereagh Street adjoining the theatre comprise three or four hotels, oyster and refreshment-rooms, fruit shops, etc. On the western side the adjoining buildings appear to be used as business premises. On the northern side the buildings are of a promiscuous character. Over the portion of the right-of-way nearest to the street on the northern side there is a portion of a comparatively old building constructed at the rear of timber framing and weather-boards in a decayed condition, all of which is in close proximity to the theatre and may be a source of considerable danger, both from the likelihood of causing a fire to spread and also the possibility of completely blocking the exit, which is so largely used by audience and performers. This exit or way should be at all hazards made absolutely safe and beyond the remotest chance of obstruction in any way.

The theatre block is almost completely hemmed in by surrounding properties, especially on the King Street and Castlereagh Street sides, and the adjoining premises encroach very largely upon the exits and entrances; in fact, the passages used as entrances and exits from Castlereagh Street are situated between and under the hotel premises. The passage from King Street is also used as an approach to the hotel bars, and the staircase to the hotel premises over the bars. In the opinion of the City Building Surveyor, so much attention has been given to the convenience and space for hotel premises that all these important ways, used both as entrances and exits, have suffered exceedingly, and to the detriment of the safety of the public. Under existing conditions should a fire occur in the hotel premises in Castlereagh Street and King Street there is a grave likelihood that the exits adjoining and below the same on to these streets would become blocked, and a serious loss of life would ensue.

It appears that the all-important right-of-way is not the property of the owner of the theatre, but is merely held and rented from the adjoining owner. This is a very distinct drawback, as a right-of-way of this character on which so much depends should be the sole property and entirely under the control of the theatre proprietor. In support of this it may be stated that it is quite possible that the way might be absorbed for building purposes at any time after the renewal of the theatre license, and the occupation and use of the theatre without this exit would be absolutely dangerous to the public.

The theatre is divided into three main divisions, namely, the auditorium, the stage, and the dressing-rooms, workshops, wardrobe-room, etc. The main walls are of brickwork of ample thickness. Vertically the theatre generally may be considered as divided into three separate fire risks, but horizontally there are no such subdivisions, as all the floors and framing are of comparatively easily combustible materials, and by this means a fire might extend from one to all the other divisions of the block.

The ventilation of the theatre generally is fairly good, a large number of inlets in more or less convenient positions being left in external walls; electric fans are provided, and exhaust tubes, cowls and louver ventilators, and dome over the auditorium form excellent exhausts. Upon each visit during, after, and before performances the theatre was found to be comparatively cool, even in the gallery.

The lighting throughout is generally from electric incandescent lamps, the auxiliary lighting being gas supply, as well as some few oil

lamps. The electric supply is obtained from the Strand Company's station, off George Street, but a boiler, engine and dynamos are ready for use as a standby and a secondary source of supply. The switchboard is situated at the back of the proscenium wall on the prompt side of the stage. Limelights are supplied to fittings with rubber tubing, which require to be severely tested periodically for leakage. Gas is obtained through meters situated in the basement. The gas supply to the tiers in the auditorium was not in use, as the supply was shut off. This service would be of no use in case of a sudden breakdown of electric supply and subsequent panic. The gas meters are situated in a chamber immediately below a timber floor of the passage to the dressing-room, enclosed on two sides with mere timber and iron framing; the opening to this chamber has no door, and a gas burner was situated immediately below the wood floor forming the ceiling over. This chamber is undoubtedly dangerous, and, the City Building Surveyor considers, should be made completely isolated and fire-resisting.

There are seven fire hydrants fixed, each with fifty feet of hose and arranged in the following positions, namely:—One on prompt side of stage, one on fly gallery, prompt side; two in stalls, one being on O.P. side near orchestra and the other at the rear of the auditorium against the northern wall; one at the back of the dress circle, one at the rear of the gallery, and one in the basement. In the opinion of the City Building Surveyor these hydrants were insufficient, and the positions selected did not seem to be of the best. The water supply to the hydrants is from a direct four-inch main with three-inch and two and a-half inch branches. There are also a few blankets and buckets of water available, but very few fire buckets were in evidence, and it appeared perfectly clear that an ample range of fire buckets should be placed on the stage, under the stage and the dressing-room block, and also a sand supply to quench any outbreak from an oil lamp.

In appending a list of recommendations, the City Building Surveyor at the same time pointed out that in making these recommendations he had borne in mind the fact that the Theatre Royal had been licensed in its present condition as a place of amusement for many years, and even if these recommendations were carried out he did not consider that the premises would be perfect on account of their situation, but, nevertheless, would be reasonably safe in every respect for the ready egress and protection of the public in cases of fire or panic or both. In its present condition he is strongly of the opinion that the theatre is not perfectly safe for the public, as there is a great possibility of the exit passage ways to the streets becoming blocked under certain circumstances, such as fire outbreak in the premises controlling the outlets to public thoroughfares.

It may be stated that at the Theatre Royal there is a Volunteer Fire Brigade which is attached to the theatre, and consists of twenty-two members, four of whom are stated to be in attendance at theatre during every performance, and are stationed on the stage and tiers in the auditorium. These firemen also assist in the opening of exit and escape doors, and certainly are a safeguard.

The recommendations accompanying the report were of a very drastic and stringent but necessary character, but as it appears that attempts are being made to meet the requirements I do not propose at present to set out these recommendations in detail, but reserve the right



to do so on a future occasion should such a course be necessary. The letter in respect of the Theatre Royal was forwarded on the 12th February, 1904. Not quite twelve months afterwards the City Building Surveyor reported: "Great changes are being made here and under difficulties, as the present lessee continues his active use of the building. The alterations to the new escapes from the stage and dressing-rooms are all but completed and new sanitary accommodation has been supplied; the high boundary and parapet walls built and general improvements are almost complete at this end of the building. Later the front portions of the building will be altered considerably."

The Government Theatres Committee have reported that the major portion of the alterations to be made to the Theatre Royal have been carried out under most exceptional difficulties, and that the portion remaining to be done will probably be completed about the end of March.

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### INSPECTION OF THEATRES—LYCEUM THEATRE.

The inspection of the Lyceum Theatre was beset with difficulties from the outset, considerable delay having been caused owing to the fact that the architect for the building refused to accommodate the City Building Surveyor with the loan of the plans, a circumstance which had the effect of minimising a great number of notes and data.

The block of land upon which the Lyceum Theatre is built extends from Pitt Street to Castlereagh Street, the main connections with Pitt Street being partly under hotel premises, which are along the whole of Pitt Street frontage and over the exits to the street. The total width of frontage to Pitt Street is sixty-eight feet six inches, of which fifty-three feet four inches on the street level is occupied by the theatre exits and right-of-way. The theatre premises occupy the frontage of property to Castlereagh Street and extend over the passage way or exit to same. the width of frontage being twenty-six feet. The theatre block proper is separated from the hotel premises by a minimum width of area of five feet eight inches. Many of the windows in the rear wall of the hotel overlook the theatre premises and are in close proximity to same.

The northern and southern walls of the theatre are built up to the extreme boundaries of the site and against adjoining properties. The total length of the boundaries of the theatre is about seven hundred and thirty-four feet, and the frontage of the theatre and exits to public thoroughfares is about sixty-feet, representing one-twelfth of the total length of boundaries, whereas the regulations of the London County Council demand that at least one-half of the total length of such boundaries shall abut upon public thoroughfares.

The City Building Surveyor states that the site cannot by any means be considered a suitable one for a theatre of this size, occupied as it is by the theatre and an hotel block, as it necessitates the practical occupation of the whole area of the ground, while the exits and passages to the streets from the theatre must consequently be situated below portions of the building and adjacent hotel premises.

In his opinion the theatre is much too large for the site when the convenience and safety of the public is seriously considered, many of the existing drawbacks being due to a want of an open lane, street, or

right-of-way on one side, as the occupation of the whole width of the site and building over the conjoint right-of-way on the northern side of course at once restricts the means of communication with the thoroughfares, which is a matter of grave concern. Another great drawback has been the construction of the hotel premises, which are seven stories high, and intervene between the theatre and the street, and severely restrict the means of safe and speedy exit. The theatre in part extends over and under the hotel premises, while the principal exits from the theatre are partly under and partly over the hotel premises; the rear portion of the auditorium is over the hotel cellar and engine-room, as well as other theatre apartments, and at the northern side the auditorium is over the right-of-way, which is common to the adjoining property known as the Victoria Coffee Palace. This intermixing of hotel premises with the theatre block presents grave faults, and it is absolutely necessary that where such occur the theatre premises should be completely isolated by means of solid fire-resisting walls, floors and ceilings, and all holes or openings in the walls communicating with adjoining, superimposed, or subjacent properties should be built up solidly. The solution would merely minimise the risks, but so long as the hotel premises are in such proximity and interlocked with the theatre block, these existing arrangements cannot be considered satisfactory.

The right-of-way on the northern side, which is described more fully in another part of the report, is a right-of-way for the theatre property and also for adjoining property on the northern side. The exit passage to Castlereagh Street is wholly on the theatre property. The enclosing or boundary walls, as far as can be ascertained, are not party-walls in any case, but are separate from adjoining properties.

The buildings immediately enclosing the boundaries of the theatre and hotel mainly consist of Victoria Coffee Palace on Pitt Street side, and stables recently erected on Castlereagh Street northern boundary. On the southern side are stables on Castlereagh Street end, and small business premises on Pitt Street end. The theatre may be considered as reasonably safe from fire from the surrounding buildings, the greatest risk, however, probably being from the contiguous hotel property, which rises well above the auditorium roof, but from which it is separated by an area space. From the state of the roof over the auditorium it appears to be a common practice of throwing rubbish and refuse from the hotel on to the theatre premises, a matter which cannot be too strongly condemned, and to prevent this the windows throughout the hotel block, it was suggested, should be caged in with strong close meshed heavy wire guard frames.

Apart from the exits below the hotel premises the theatre may be considered to be divided into three main blocks, namely, the auditorium, the stage block, and dressing-room block.

Vertically the theatre is divided into three separate fire risks, but horizontally there are no such divisions, as the floors and framings are generally of comparatively easily combustible materials. The dividing and external walls are all carried up well above the adjacent roofs with parapets.

There are several matters described in detail which increase the fire hazard of the building, among which may be enumerated :—(a) the timber framing and lining at back and sides of dress circle; (b) windows

overlooking and in close proximity to the theatre ; (c) absence of water-sprinklers and sprays and fire-resisting curtain to proscenium opening, and absence of water sprinklers or sprays over the stage ; (d) construction of floors of the stage and the auditorium immediately over the right-of-way and other premises ; (e) absence of solid fire-resisting walls and enclosures to portions of exits and stairways ; (f) storage of lumber and inflammable materials below the stage and below the dressing-rooms, etc., in the block at the rear ; (g) gas retort and pressure tanks below the stage floor ; (h) paint frame not isolated from the stage block by brick enclosure walls on all sides ; (i) insufficiency of fire hydrants, fire buckets, and other fire extinguishing apparatus.

The seats in the dress circle and the stalls are of ample size and spaced conveniently, with the exception that in the stalls there are too many seats in a row, and these seats, it was recommended, should be subdivided into three blocks. Many of the passages and gangways are inadequate, and it was suggested these should be altered so that no passage or gangway is less than three feet in any part.

Speaking generally, the exit doorways and stairways to the stalls and the dress circle are of the requisite width and should easily accommodate those sections of the audience. The gallery exits, however, are not placed to advantage, and in this section of the theatre, as at present existing, lies the greatest risk, and one which is always in evidence. The gallery should be entirely reconstructed, and an additional escape stair should be provided, as in the event of a panic the present exits would scarcely accommodate a rush of people. It is a matter of extreme importance to observe that the risk of the gallery audience is heightened by the fact that from the top of the gallery to the street is about fifty-one feet, the stalls floor being about thirteen feet above the pavement. There can be no doubt that the safety of the public would have been more assured if the stalls floor and other tiers had been at a lower level and nearer the street, but, as in the case of some other theatres in Sydney, easy means of ingress and egress to the Lyceum Theatre have been hampered and in some cases marred by the hotel premises. This method of constructing hotel premises in conjunction with a theatre, and especially in such a manner as to seriously affect the safety of the public, cannot be too strongly condemned.

The City Building Surveyor is also of opinion that some risk is run by the proximity of the windows of the hotel overlooking the theatre, and the windows in the theatre walls overlooking other properties, and he considers that all such openings in the theatre wall should be provided with close fitting fire-resisting shutters. The fire-resisting doors, which he also recommends, should be fitted to various openings, should be constructed of timber and sheeted with interlocking sheets of tinned steel, etc., as approved by the Fire Underwriters' Association.

He also considers it to be very necessary to provide means in the event of a fire in the stage precincts to stop the upward draught in the auditorium by immediately closing the roof over the dome, and also to open sliding skylights or exhaust valves having a combined area of at least one-tenth of the total area of the stage, so as, as far as possible, to extract the smoke, and with the assistance of the fire curtain to confine the fire to the stage proper.

With the exception of the dress circle and stalls, it was reported that the theatre generally was not attended to with sufficient care, and much of the existing conditions at the time of the inspections were not very clean, the gallery and sub-stage more particularly being in a comparatively dirty state. The sanitary arrangements in all cases exhibited a great want of care and cleanliness, the condition of some of the water-closets and urinals being filthy in the extreme, and insanitary to a degree. In justice to the lessees, however, it is but fair to state that much of this condition was due and attributable to the want of consideration shown by the public, who make use of the conveniences provided.

The report was accompanied by a series of recommendations, in making which the existing conditions of the theatre, which has been licensed for a considerable term of years as a place of public amusement, were fully taken into consideration, and if these appended recommendations are carried out the City Building Surveyor considers that the theatre will be rendered reasonably safe for the public: but owing to the cramped nature of the site and contiguity of the hotel, the theatre can never be considered perfect in arrangement.

The letter in respect of the Lyceum Theatre was forwarded under date 26th March, 1904. About ten months afterwards the City Building Surveyor reported as follows:—"No attempt has so far been made to carry out the suggested alterations, which are of a heavy character, and most assuredly require earnest consideration on the part of the proprietor. A license of short duration has been granted constantly by the authorities, but the owners have been requested to treat the matter as urgent." In view of the fact that after the long delay which has taken place an attempt is about to be made to comply with the requirements mentioned by the City Building Surveyor, I do not propose to refer to them in detail, but, as in other cases, reserve the right to again refer to them should the public interest make it desirable.

The Government Theatres Committee reported that "the matter of remodelling the Lyceum Theatre has been receiving consideration for some months past, and frequent interviews have taken place with the proprietors and their architect. As the result, sketch plans have been prepared and proposals submitted for entirely remodelling the theatre. In the meantime the premises, which were in a filthy and insanitary condition, have been thoroughly cleaned out at a cost, it is stated, of about £300, thus removing one of the number of objections to the granting of a temporary license. Engagements, it was stated, have been entered into by the proprietors at great expense some considerable time ago with certain theatrical companies to perform for a season to terminate at Easter. Taking into consideration the fact that the theatre had been erected with the approval and sanction of both the Municipal authorities and the Government, it was considered only reasonable to grant a temporary license from month to month in order to admit of the termination of existing engagements and to allow the proprietors the necessary time for the preparation of plans."

In considering the foregoing report of the Government Theatres Committee it must not be forgotten that the plans of the Lyceum Theatre were approved in December, 1890, and many things have happened since then; neither can it be forgotten that in March, 1904, the



proprietors had their attention directed to the condition of the theatre, and that none of the structural alterations suggested on behalf of the Council had been carried out by the owners, although those requirements had been in the hands of the owners for a period of almost ten months. Comment is needless on this point.

Whether it is desirable to jeopardise the public safety because proprietors have entered into certain engagements is quite another matter; and should any catastrophe arise, criminal neglect would, as in Chicago, no doubt be attributed, and the responsibility would necessarily devolve upon those sanctioning the continuance for public use of a building which had been practically condemned as unsafe.

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### INSPECTION OF THEATRES—PALACE THEATRE.

The Palace Theatre is built upon land fronting Pitt Street, and is bounded on the northern side by Tattersall's Hotel block in front, from which it is separated by a passage or right-of-way, and Adams' stores at the rear; on the western end by Messrs. Gowing Brothers and the Royal Arcade premises; and at the southern side by the Royal Arcade premises, from which it is separated by a right-of-way or area leading to Pitt Street. The theatre block is not encroached upon by any other building or occupancy, and occupies the whole of the Pitt Street frontage.

The total length of frontage to Pitt Street is fifty-three feet ten inches, and this represents the only portion of the theatre abutting on a public thoroughfare, and is about  $\cdot 185$  of the total length of boundaries of the block, whereas the London regulations as enforced by the London County Council demand that at least one-half of the total length of the boundaries shall abut upon public thoroughfares. The site cannot by any means be considered suitable in any sense, surrounded as it is on three sides by other buildings in close juxtaposition and with but one frontage to public thoroughfares.

On the northern side is a right-of-way or passage four feet six inches wide, with solid concrete paving, the passage being situated between the theatre block and Tattersall's Hotel, and is roofed over with an open hood above for the full length, and which is constructed of wrought-iron framing covered with galvanised corrugated iron. The passage extends from near the stage door to Pitt Street in a straight line. At the western end is the entrance to Adams' billiard-room and café; near the Pitt Street end is a door leading to Adams' bars, and almost opposite thereto is the door leading down to the engine-rooms in the basement. Along the northern side of the passage there are a number of windows opening on to the passage from Adams' dining-rooms. On the southern side of the passage there are four exit doors from stalls, stage door, and door for admission of scenery to the stage. For a distance of forty feet three inches back from Pitt Street the passage passes below hotel premises, which apparently had a timber floor, and is lined on the underside with galvanised corrugated iron.

As will be seen, this passage is all-important as an escape or exit from the stalls and for performers and stage hands; but its value is greatly minimised by the fact that it is also used night and day for

access to and egress from the billiard-room, café, dining-rooms, bar, and engine-rooms, dressing-rooms, etc. Consequently it was strongly recommended by the City Building Surveyor that all doors opening into this passage other than those connected with the theatre should be built up solidly, also that the ceiling to the passage below the hotel premises should be constructed of solid fire-resisting materials, and that the doors to Pitt Street be made to open outwards and so as not to project beyond the building line of the street.

On the southern side there is a right-of-way between the theatre block and the Royal Arcade premises; this passage averages five feet seven inches in width, widening to six feet seven inches, and leads to Pitt Street, the opening at the street end being fitted with timber doors opening inwards. For a distance of thirty-seven feet the passage passes under the first floor of the Arcade block, the ceiling over being merely formed with timber joists, which are lath and plastered on the under-side. The doors, it was suggested, should be made to open outwards so as not to project beyond the building line, and the ceiling of the passage constructed of solid fire-resisting materials. In the southern wall of the passage area there are a great number of windows on the various floors of the Arcade, which are without fire-resisting shutters. Two exit doors from the stalls open into this passage, which may be considered only as an auxiliary exit.

The buildings immediately surrounding the theatre are generally speaking of a very good class, and the risk of fire from surrounding properties is not comparatively small owing to the proximity of stores, a clothing workshop, and the various occupancies of the Royal Arcade. However, all the external walls of the theatre are carried up with high parapets, thus reducing risk.

The theatre may be considered to be divided into three main blocks, namely, entrance block, auditorium, and stage block.

The external and main division walls are of brickwork of ample thickness, with necessary parapets.

The theatre is divided vertically into three fire risks, but generally there are no horizontal fire divisions, as the floors and framings are constructed of timber except over the basement floor.

The City Building Surveyor reported that there were several matters which, in his opinion, increased the risk of danger to life in the building, and among which might be enumerated:—(a) Windows overlooking the theatre and in close proximity thereto; (b) absence of fire-resisting curtain and water sprays or sprinklers over the whole of the stage area; (c) engines, boilers, etc., in the basement below the theatre block; (d) risk from storage in workshop or scene-dock at the rear; (e) insufficiency of fire hydrants, buckets, and other fire-extinguishing appliances.

The seats in the dress circle and stalls were stated to be of ample size and space per person, but many of the passages and gangways were described as inadequate, and it was recommended that these should be altered as suggested in detail.

The exit doors from stalls were considered quite adequate for the audience, but it was recommended that there should be at least one other exit provided to the dress circle, as the present single exit was not sufficient. It was also suggested that the gallery should be entirely reconstructed, and at least one other separate exit to the street should be provided from the gallery.

The fire-resisting doors, which it was recommended should be fitted to various openings in lieu of those at present as well as elsewhere, it was suggested, should be constructed of timber and sheeted with interlocking sheets of tinned steel, etc., as generally approved by the Fire Underwriters' Association.

The whole of the theatre was reported as being in a perfect state of cleanliness, the condition reflecting the greatest credit upon the management for the splendid care exhibited in connection with the theatre property.

The following is a list of fire hydrants which were found fixed in position, namely, one on the stage on the prompt side, one on the northern fly gallery, one on the southern fly gallery, one at the back of the gallery on the northern side, one at the back of the dress circle on the northern side, one at the back of the stalls on the northern side, one to the dressing-rooms in the basement. Two fire buckets were placed near the exit door from the dress circle. During inspection, fire-buckets were being used in connection with scrubbing the gallery, etc.

The City Building Surveyor recommended that besides the foregoing the following additional fire-hydrants with sixty feet of hose to each stand should be fixed :—One on the stage on the southern side, one at the southern side of the gallery, one at the southern side of the dress circle, one at the southern side of the stalls, one at the southern side to the dressing-rooms, one to the mezzanine floor, one to the scene-dock or workshop, and one to the paint frame. It was also suggested that ranges of fire-buckets and blankets near thereto should be provided and fitted up in approved positions on the stage, mezzanine and dressing-rooms.

At the time of the inspection access to the only fire hydrant on the stage was almost completely obstructed by scenery and stage properties, and it was pointed out that this practice should be at once prohibited.

The ventilation of the theatre throughout, except some rooms in the basement, was described as excellent, as a large amount of exhaust area is provided, which is adequately compensated by the admission of fresh air on all floors by means of windows and flues in external walls.

The artificial lighting is from electric lamps almost entirely, a few gas points being maintained as merely auxiliary. The electrical current is obtained from the plant in the basement below the theatre block.

The sanitary accommodation was declared to be inadequate, as there is no such provision for the occupants of the stalls or gallery. The provisions made for performers, attendants, and stage hands is also inadequate, and it was suggested should be increased.

The City Building Surveyor's report was accompanied by a series of recommendations in connection with the Palace Theatre, wherein the existing conditions of the theatre were considered, seeing that it had been licensed for a number of years. If these recommendations are carried out the City Building Surveyor considers that the theatre will be rendered reasonably safe for the public, but, as in the case of the Lyceum Theatre, the cramped area of the site and the close proximity of other large premises render it almost impossible to make arrangements which may be considered fairly perfect.

The letter in respect of the Palace Theatre was forwarded on the 3rd June, 1904, and about eight months afterwards the City Building Surveyor reported as follows :—" No attempt has so far been made to carry out the suggested alterations, which are of a heavy character, and most assuredly require earnest consideration on the part of the proprietors. A license of short duration has been granted constantly by the authorities, but the owners have been requested to treat the matter as urgent."

The Government Theatres Committee report that the Palace Theatre has been closed since the beginning of the present year, and it is stated that the license will not be renewed until the alterations recommended have been carried out. Several interviews, it is reported, have taken place with the proprietors and their architect, and it was understood that steps were being taken to comply with the Committee's requirements.

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### INSPECTION OF THEATRES—TIVOLI THEATRE.

The Tivoli Theatre is built upon land fronting the western side of Castlereagh Street, south of King Street, and is bounded on the northern side by the Original Mont-de-Piété premises, Baumann's new café, and portions of an hotel, from which it is separated by a right-of-way or passage; on the southern side by the Imperial Arcade, and at the western end by the rear of the City Bank premises. The Castlereagh Street end is partly under hotel premises, and from which it is not separated in a satisfactory manner.

The extreme length of boundaries of the site is approximately four hundred and sixty-seven feet; the total frontage to Castlereagh Street of the theatre proper on the street level is only thirty-feet ten inches, being about  $\cdot 075$  less than one-twelfth of the total boundaries of the block, whereas the London regulations administered by the London County Council demand that at least one-half of the total length of boundaries shall abut on public thoroughfares, consequently the site with its closely confined surroundings cannot be considered a reasonably good one.

On the northern side of the block, and upon which abuts the eastern end of a portion of dressing-room block, the northern wall of the stage and the scene-dock, is an open area forty feet ten inches by sixteen feet, with a nine-inch boundary wall on the northern side. From this area there is a right-of-way which is approached through timber gates or stage doors opening outwards in two leaves, and which lead by means of steps to a right-of-way four feet six inches to four feet eight inches wide leading to Castlereagh Street. This passage is tarpaved and graded for a length of eighty-one feet two inches, when it reaches the rear wall of the hotel block. Exit is then obtained through an opening the full width of the passage, without doors of any kind, and which gives upon a sort of lobby or vestibule seven feet ten inches wide and twenty-eight feet ten inches long, leading directly through to Castlereagh Street. This vestibule is solidly paved, is mainly enclosed by brick walls, but the ceiling formed by the floor of the hotel premises is not of solid fire-resisting construction. The immediate exit to Castlereagh Street is closed by means of a timber vertical shutter rolling upwards, and which should be removed and doors or gates substituted, hung so as to open outwards, but not to project beyond the building line. This main exit stairway



from the gallery opens on to this vestibule, as do also the doors from the hotel bar, which practice, it was recommended, should be entirely discontinued.

The gas storage tanks are situated under an open shed in the area at the western end of the passage, but are not now used.

For a distance of about fifty feet on the northern side the passage or right-of-way is bounded by the hotel premises, from which, and abutting immediately on to and overlooking the passage, are three window openings and two doorways, which, it was suggested, should be built up solidly.

At the western end of the lane there is a sanitary block for men containing two water-closets and seven urinals, and close to this block is the block containing escape or exit stairway from the gallery.

On the southern side of the passage there are three doorways for exit from the stalls.

At the eastern end of the passage there is an open iron grating, affording light and ventilation to the cellar of the hotel premises, and which, it was suggested, should be fitted with close pavement lights or solid plate-iron. Overhead and for a distance of twenty-six feet three inches is an iron gangway with holes in the same affording access to private bars on first floor. Consequently it will be seen that this very restricted right-of-way is utilised for the sole means of exit from the stage, workshops, paint frame, and dressing-room block, gallery stairs (two), and three doors for stalls, and in its present condition it would be by no means adequate in case of severe conditions of fire or panic emergency.

The exit doors from the stalls and the gallery as at present constructed may become dangerous, as they open outwards and might almost completely obstruct the passage way in a panic; consequently it was suggested that these doors should be altered in such a manner as not to obstruct the full width of the passage or right-of-way.

At the western end of the site the western wall of the dressing-room block, which forms the boundary of the building, is partly separated from the City Bank premises, the windows to which, overlooking the theatre site, are fitted with hinged fire-resisting doors.

On the southern side the northern wall of the Imperial Arcade abuts immediately upon the theatre premises. There are a few windows in the Arcade block formed in small V-shaped areas, which overlook the theatre, and cannot but be considered a serious source of danger. There are also a brick chimney-stack and exhaust pipes connected with the electrical supply to the Arcade premises, which may be a source of danger unless further precautions are taken to reduce the possibility of the emission of sparks from the stack. Another source of danger is the large number of electrical supply wires in and near the roof of the stage and the auditorium, and which, it was recommended, should be entirely removed from their present position.

The buildings surrounding the site are of comparatively recent construction and are of a very good class, and the risk of fire in the theatre from these properties is comparatively small, with the exceptions mentioned.

The theatre may be considered to be divided into five main blocks, namely, entrance block, auditorium, stage-dock, and dressing-rooms.

The whole of the external and main division walls are of brickwork of requisite thickness, and carried up with high parapets in nearly all cases.

The theatre premises are divided vertically into five separate fire risks, but generally there are no horizontal fire divisions, as very little of the floors are constructed of solid fire-resisting materials.

The whole of the theatre is kept in an extreme state of cleanliness, and reflects great credit on the management.

There are three exits provided from gallery, namely, one in the northern side near the proscenium wall, one leading down to the right-of-way on northern side, and one leading down on to the exit landing from the dress circle.

In the opinion of the City Building Surveyor the side passages leading to the exit are absolutely insufficient, and considerable danger may occur owing to the fact that the audience coming down from the upper gallery meet and impact upon the audience ascending from the family circle upon the way to the exit, in a space only six feet six inches by four feet. This, of course, should not be permitted, and to remedy this it was suggested that an additional opening at least four feet six inches wide should be constructed below the central portion of the upper gallery, and leading directly to the exit opening.

The passage below the upper gallery is lighted by five one-light electric lamps, two gas brackets with cages wherein the flames are only one foot five inches from a timber ceiling, and two auxiliary hand lamps, which are inadequate.

Below the lower flights of the stairway there is a portion of an hotel bar on the ground floor and which is only partially separated from the stairway by timber ceilings and partitions and enclosures. These, it was suggested, should be removed and no communication between the hotel and exits permitted under any circumstances.

From the southern side of the landing communicating with the gallery is another exit stairway approached through an opening in a brick wall, three feet ten inches wide and fitted with a timber door opening outwards and hinged in centre. The stairway is four feet wide, and lands directly on to the vestibule for exit from dress circle, and would be a source of danger in case of panic, and a further objection and menace is the storage of a large amount of lumber and inflammable material under the stairs and adjacent to the exit door from the dress circle. Consequently it was suggested that this stairway should be entirely removed and a new exit stairway constructed of concrete, with firewalls carried directly from the gallery to the street. The staircase on the northern side from the gallery was also found unsatisfactory, and it was suggested that the present stairway should be removed and constructed with solid fire-resisting materials, fire-walls, etc., the steps to be of ample width, and the whole to be completely isolated with fire-resisting materials from other premises.

The only exit from the dress circle is through an opening in the centre of the rear wall of the auditorium, seven feet three inches wide, fitted with timber doors covered with baize, hinged and opening outwards in two leaves, the northern half being vertically hinged in the centre. These doors are ill-arranged and might become dangerous, and it was

therefore suggested that they should be removed and new doors substituted to open outwards in two distinct leaves.

The walls to the landing, the ladies' cloak-room, and the staircase are of brickwork, but the ceilings over the same are under hotel premises above, and, as far as could be ascertained, are only plastered on timber joists. These ceilings, it has been recommended, should be in all cases constructed of solid fire-resisting materials and the theatre completely isolated from other premises.

The main landing leads to main staircase, which is constructed in three flights, with eighteen, twelve, and five steps in each respectively; the upper flight being eight feet wide and the lowest flights eight feet one inch wide; treads eleven inches and risers six and three-quarter inches. The treads are of marble, and risers of cast-iron; the general construction, as far as could be ascertained at the time of inspection, appears to be of iron and steel framing, with timber behind same. The main stairway required to be reconstructed and made absolutely fire-resisting, having not more than thirteen steps in flight, and provided with central handrails.

The only means provided for the ventilation of the dress circle is by four small window openings in the northern side, and three exhausts in the ceilings at the rear of the circle; three rotary electric fans are also fitted up. Although the ventilation is assisted by the roof dome, yet the present ventilation is inadequate, and more exhausts to the external air as well as adequate inlets should be provided.

No special sanitary accommodation is provided for men at the dress circle level.

The proscenium opening is twenty-one feet nine inches wide and twenty-three feet seven inches high in clear inside frame, which is constructed of timber and lined on back right up close to the wall at sides and top with galvanised iron closely tacked. The mechanists' galleries above stage on each side of the opening are constructed of timber, but are also almost completely encased in galvanised sheet iron closely tacked, and are rendered comparatively fire-resisting. There is no fire-resisting curtain fitted to the proscenium opening, and this, it was suggested, should be provided without delay. The fire curtain recommended was one of asbestos or equally fire-resisting material arranged so as to slide vertically, and running six inches into solid iron grooves at each side, built into brick walls so that the curtain may fit up closely against the back of the proscenium wall. Just prior to the inspection by the City Building Surveyor there had been fitted up over the head of the opening a pipe of one and a half inch diameter for sprinkling water on to the curtain, and operated by a valve from the prompt side of the stage, but which, in the City Building Surveyor's opinion, is not adequate.

The stage block, it was suggested, required a system of water sprays or sprinklers, to be fitted up over the whole area of stage and flies, with special supply mains, valves, meters, storage tanks, and other incidental accessories, and to be so made as to operate automatically or to be controlled in sections by valves.

It was also suggested that there should be constructed a direct escape from the stage to the right-of-way on the northern side, as the present means of escape is quite inadequate.

There are no smoke exhausts constructed in the roof over the stage, but it was recommended there should be constructed and fitted up in the roof over the stage, large smoke exhausts equal to about one-tenth of the area of the stage, and provided with opening valves operated from the stage and fitted with automatic apparatus so that they may freely open in case of fire and the neglect of proper officials to open them.

The following is a list of fire hydrants which are fixed in position, supplied from a two and a half inch service taken from Castlereagh Street main, namely, one under the stage, one on the stage at the prompt side, one on the fly gallery, prompt side ; one at the rear of the stalls, one at the rear of the dress circle, one at the rear of the upper circle, and two in the dressing-room block. Each hydrant is fitted with sixty feet lengths of unlined canvas hose. There are also five fire buckets placed on each side of the stage and flies and two on each landing of the staircase in the dressing-room block. These, however, were deemed insufficient by the City Building Surveyor, and he recommended that additional hydrants and hose, etc., should be fixed at the following points, namely, O.P. stage, O.P. fly gallery, O.P. side stalls, dress circle, and upper circle, and on each floor of the dressing-room block, and blankets suspended over the fire buckets.

The means of admission of fresh air are comparatively small and are practically confined to the northern wall ; special inlet flues require to be provided on both sides of the auditorium on all floors. The vitiated air is exhausted by means of the cupola in roof and some exhaust shafts over the upper gallery. Efficient exhaust shafts require to be fixed over the stalls and the rear of the dress circle.

The sanitary accommodation for the audience is extremely inadequate, there being no special provision of any kind for occupants of the gallery.

As in the case of other reports upon the City theatres, a series of recommendations accompanied this report, wherein the existing conditions have been seriously considered, as the premises have been licensed for a number of years. These detailed recommendations were of a most voluminous character, which it is not necessary to set out at the present time, though at a subsequent period it may be desirable to do so. If these recommendations are carried out, the City Building Surveyor considered the theatre would be rendered reasonably safe for the public ; but, as in the case of some of the other theatres, the cramped nature of the site at present precludes the possibility of making arrangements for the safety of the public which might be considered perfect.

The letter with respect to the Tivoli Theatre was forwarded under instructions from the Lord Mayor on the 27th September last, and four months afterwards the City Building Surveyor reported that alterations had been commenced, but were not far advanced.

The Government Theatres Committee have reported that the alterations to the Tivoli Theatre are being proceeded with, and that these alterations must necessarily be done piecemeal in order to allow of the engagements which have been entered into by the proprietors many months ago to be fulfilled.

The remarks with regard to jeopardising public safety made in connection with the Lyceum Theatre are equally applicable in this case.



## INSPECTION OF THEATRES—HER MAJESTY'S THEATRE.

Her Majesty's Theatre is built upon land fronting Pitt Street and a right-of-way on the northern side and partly fronting Market Street, and is partly surrounded by other buildings on three sides, namely, on the Pitt Street frontage by hotel premises ninety-eight feet long, seven stories in height; on the southern side by the George Hotel premises, one hundred and six feet along Market Street, five stories high; and also by a one-storied building with a frontage to Market Street, twenty-five feet, and used as shops; on the eastern side by buildings ranging from one to three stories in height and used as shops, offices, dwellings, etc. On the northern side there is a right-of-way extending from Pitt Street to the back of the scene-dock, varying from fifteen feet to seventeen feet wide. Adjoining the northern wall of the scene-dock there is a building three stories in height.

The extreme length of the boundaries of the site is about six hundred and thirteen feet, of which the total frontage of the theatre opening on to public thoroughfares is seventy-six feet, thus being only about  $\cdot 107$ , or slightly more than one-tenth of the total boundaries of the block; but as this length of seventy-six feet is used solely as exit space, and as there is a frontage of about one hundred and forty-five feet to the right-of-way on the northern side, the site may be considered as fairly good.

The general character of the adjoining buildings may also be considered fairly good, those on the western, southern and eastern sides being of comparatively recent construction. Her Majesty's Hotel, situated on the western side, is seven stories high, with iron roof covering, and has windows overlooking the theatre roof above the auditorium, most of which are protected by external iron-hinged shutters; all the openings, it was suggested, should be so protected. Through this building are entrances to the stalls, dress circle and gallery. The George Hotel is situated on the south side of the theatre, is constructed with separate walls of brick, is five stories high, and roofed with corrugated iron. No openings in the external walls overlook the theatre premises. There is an entrance to the dress circle and stalls from Market Street through these premises. The buildings on the eastern side are constructed with separate brick walls and roofs of iron.

The whole of the surrounding buildings are of a good class and substantially built, and, in my opinion, there is no serious risk of fire to the theatre from surrounding buildings, especially so as all portions above or under other premises are separated from the same by solid fire-resisting walls, floors and ceilings.

The theatre may be considered as divided into five sections, namely, entrances, auditorium, stage, scene-dock, and dressing-rooms.

The premises are divided vertically into five separate fire risks, but generally there are no horizontal fire divisions, as but a small proportion of the floors are constructed of solid fire-resisting materials. The whole of the external and main division walls are substantially constructed of brickwork of ample thickness, and are carried up above the roofs with high parapets.

The theatre premises are almost entirely artificially illuminated by electric lighting, a gas supply being fitted up in the dressing-rooms. The wiring, etc., for electric supply is of recent construction and may be considered as good.

Two firemen are on duty during each performance, and a watchman is employed during the night. There are two fire hydrants in the stage-sink, on the stage, the fly galleries, stalls, dress circle and gallery, and one on each floor of the dressing-room block; there are also buckets filled with water and wet blankets on each side of the stage, and three buckets in the stalls, dress circle, gallery, and on each level of the dressing-room block. No water sprinklers are provided in any part of the theatre. There is an automatic fire-alarm system installed from all parts of the theatre, and a telephone communicating directly with the Metropolitan Fire Brigade station.

Regarding the maintenance of the theatre, the City Building Surveyor speaks in the highest terms of the splendidly efficient manner in which every part of the theatre is kept in an exemplary condition of neatness and cleanliness, and which reflects great credit upon the management.

As in the case of other theatres, the City Building Surveyor submitted certain recommendations, which, if carried out, he considered would render the theatre safe for the public. I do not propose on the present occasion to recapitulate these recommendations in detail, more especially as the representatives of the proprietors and the lessee have indicated their intention of executing all necessary alterations and repairs required by the authorities to the satisfaction of the Council as well as of the Government Architect, whilst the lessee has given me a written assurance that every expedition will be used in pushing the matter forward, and that he would do all in his power to promote the safety, comfort and convenience of the public.

In this connection there is one matter to which reference must be made, otherwise a false impression created by misrepresentation—unintentional, no doubt, and probably due to a misapprehension of the actual facts, but misrepresentation, nevertheless—on the part of certain Government officials who have from the very outset manifested a most unjustifiable resentment in connection with the action of the Lord Mayor in authorising an inspection of the theatres, etc., in the City, may remain.

Having regard to the work carried out during the year, the City Building Surveyor submitted a brief progress report in which he advised that on several points there was necessity for improvement, chiefly in regard to ventilation, dampness in the walls and further egress from the gallery, and it was argued—erroneously argued, I submit, having regard to the facts—that the Council was not justified in demanding alterations after a building had been erected on plans approved by the Council on the recommendation of the City Building Surveyor. The buildings are not erected on plans approved by the Council. The plans approved by Council are only approved in relation to those matters over which the Council possess jurisdiction, and are not approved in relation to matters over which the Council possesses no jurisdiction, and it is a great mistake to assume the contrary. When the City Building Surveyor reported upon the plans submitted for the rebuilding of Her Majesty's Theatre his report was submitted with a full comprehension of the powers conferred upon the Council under certain sections of the City of Sydney Improvement Act only. But the report submitted in accordance with the instructions of the Lord Mayor fully pointed out

what, in his opinion, were probable defects, and making certain suggestions for the greater safety of the public totally irrespective of what powers are conferred upon the Council. On comparison it was found that the suggestions made at the instance of the Government Theatres Committee were of far greater compass than those made by the City Building Surveyor, but the principal items were considered necessary by both departments. The only items of difference of any importance recommended by the City Building Surveyor which were not included in the requirements of the Government Theatres Committee, and which were not shown on the original theatre plans as approved, were as follows, namely:—Additional side gangways to gallery and easier passage way through the iron balustrade, the City Building Surveyor being of opinion that the construction of additional gangways was really necessary, the existing gangways being inadequate; more efficient ventilation in the stalls below the dress circle, many verbal and written complaints having been received with regard thereto; the prevention of damp in the walls of the understage—the original walls existing before the fire—these walls being so terribly damp that if speedy improvement was not effected it would be necessary to serve a notice with regard thereto under the powers conferred by the Public Health Act; and the removal of the single step from the stalls exit on the prompt side. In relation to this last item the City Building Surveyor reported that the existing single steps from the stalls level to the landing at the bottom of the stair flight would occasion serious danger in case of panic—a matter of importance which had apparently, and no doubt inadvertently, escaped the attention of the inspecting members of the Government Theatres Committee, with the exception of the City Building Surveyor—whereas the remedy was simple either by removing the single step and ramping the landing or by adding one step to the flight, and thus giving an even level to stalls and landing. The Works Committee decided that it would be desirable that a conference should be held between the proprietors' representative, the Government Architect, the City Building Surveyor and myself, with a view to coming to a mutually satisfactory arrangement as to the requirements named.

Invitations were accordingly forwarded to the Government Architect and the representatives of the McQuade Estate. A reply was subsequently received intimating that already the Government had appointed a representative committee to deal with these matters, that Her Majesty's Theatre, in common with the whole of the theatres of Sydney, had been passed under review within the past twelve months; and seeing that definite action had been taken in regard thereto, the Chief Secretary could not approve of the Government Architect taking part in the conference suggested, and further, that any matters relating to Her Majesty's Theatre or any other theatre dealt with by the Committee in question must be referred to the Committee, otherwise confusion would ensue. It was further pointed out, quite unnecessarily, as the City Building Surveyor and myself were fully acquainted with the fact, that it was at the request and with the concurrence of the then Lord Mayor that the special committee to deal with theatres, etc., was appointed, and among the members were nominated the City Building Surveyor and myself, and the Chief Secretary's Department was therefore at a loss to understand a communication of the nature under reply being sent to one of the officers of the Department of Public Works, who is also a member of the Committee specially appointed to deal with the theatres of the City.

The Chief Secretary or his advisers apparently lost sight of the fact that the Lord Mayor had authorised an independent inspection of theatres before the constitution of the Government Theatres Committee, and had intimated, in reply to a letter received from the Premier, the Hon. Sir John See, K.C.M.G., in February, 1904, and to which reference is made elsewhere, that difficulties arose in receding from the position taken up, and that under the circumstances the City Building Surveyor had proceeded with the work of inspection. Again, it appears to have been forgotten that the Works Committee of the City Council had expressed a courteous desire that the suggested conference should be held and that the City Building Surveyor and the Town Clerk had nothing to do with the matter beyond complying with the instructions given, although the correspondence which has taken place between certain officials representing Government departments and the Council's officers indicates that a desire exists on the part of certain of the former, to put it mildly and inoffensively, to make the matter a personal one and to engender friction, and that without the slightest cause or justification as far as the Council's officers are concerned.

However, it is a matter of satisfaction to place on record the fact that notwithstanding the regrettable absence of the Government Architect, whose presence was courteously requested, the City Building Surveyor was able to make satisfactory arrangements whereby the suggested alterations were approved by the proprietors, who agreed to carry them out forthwith, and this without the intervention of the Government Theatres Committee.

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#### COMMEMORATIVE BUST.

With the object of commemorating the honour conferred upon the City by the elevation of the head of the civic authority to the position of Lord Mayor, a number of representative influential citizens decided to obtain a marble bust of the first Lord Mayor, Alderman Thomas Hughes, and to present the same to the City Council. The order for the bust was placed with Mr. Nelson Illingworth, to whom Mr. Hughes gave the necessary sittings, and upon completion of the bust, which is executed in fine Carrara marble, the donors (through the Lord Mayor, Alderman S. E. Lees) presented it to the City Council on the 30th November last. The bust was accepted by the Council, and now adorns the Council Chamber.

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#### COMMEMORATIVE TABLETS—CENTENNIAL HALL OPENING.

In connection with the decoration of the Great Hall, it was decided by the Council to erect a bronze tablet to commemorate the opening of the Centennial Hall, and four designs were submitted by the City Building Surveyor, to cost respectively £200, £158, £150, and £100. The selected design for a tablet to cost £100 was adopted by the Council, the work being entrusted to Messrs. J. Castle & Sons, art metal workers, of Newtown. The tablet was completed and erected on the 7th September, 1904, and was unveiled by the Lord Mayor on 14th September, 1904. It is constructed entirely of solid cast bronze with polished relief



and matted field of background, and in extreme dimensions is six feet three inches high by four feet two inches wide. The design is in conformity with the details of the Great Hall, and consists of two Renaissance Ionic pilasters flanking each side, with richly chased capitals supporting the architrave, frieze and cornice, and surmounted by a segmental pediment. Below the pilasters and field there is a richly moulded base with bronze leaves at the angles. In the centre there is a moulded panel containing the inscription as follows, in raised burnished letters, viz. :—

“ This Centennial Hall was opened on the 27th November, 1899,  
by John Harris, Esq., Mayor of Sydney, 1881-2-3-8-9.”

The whole of the bronze is heavily lacquered, and by skilful treatment a variety of colour tones has been obtained from the metal.

The tablet, which is of a very ornamental character, has been erected upon the southern face of the pier supporting the large columns at the eastern end of the Great Hall, on the northern side of the elliptical arch.

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#### COMMEMORATIVE TABLETS—CENTENNIAL HALL FOUNDATION STONE.

Opposite to the tablet erected to commemorate the opening of the Centennial Hall is a black and white marble tablet erected to commemorate the laying of the foundation of the Centennial Hall, and this tablet contains the following inscription, viz. :—

“ This tablet was erected by the Municipal Council of Sydney  
to record the laying of the foundation stone of this the  
Centennial Hall on the 13th November, 1883, by Lizzie  
Henrietta Harris, Mayoress.”

In consequence of the fine appearance of the bronze tablet erected and unveiled in September last, it was decided to approve of the erection of a similar bronze tablet to commemorate the laying of the foundation stone of the Centennial Hall, in the place of the marble tablet already in position, the latter to be removed and become the property of Alderman John Harris, who generously paid £100 into the City Treasury to be applied in defraying the cost of the new tablet, which will contain the following inscription :—

“ Erected to commemorate the laying of the foundation stone  
of the Centennial Hall by Lizzie Henrietta Harris, Mayoress  
of Sydney, 13th November, 1883.”

This work has also been entrusted to Messrs. J. Castle and Sons, and will be completed during the course of the current year.

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#### COMMEMORATIVE TABLETS—FEDERATION OF AUSTRALIA.]

Early in the year the Council decided to include in the Estimates the sum of £100 to be expended in the completion and erection of a tablet to commemorate the Federation of Australia. The tablet consists of a main circular panel enclosed by a rich moulding with cable ornament, and bounded by a series of scrolls, through which pass the wall bolts,

fitted with ornamental heads. In the centre is a smaller circular panel with richly moulded frame, containing the inscription as follows, viz. :—

“Erected to commemorate the Federation of Australia, 1st January, 1901.”

Around this panel is a margin enclosed by another moulding containing the names of the States of the Federation, namely, “New South Wales, Victoria, Queensland, South Australia, Tasmania, Western Australia.” The outer margin of the tablet contains the names of the Aldermen at that date, and is as follows, namely :—

“Sir James Graham, M.L.A. ; J. D. Fitzgerald, Thomas Hughes, A. G. Ralston, Andrew Kelly, W. T. Henson, J. C. Waine, James Ward, Evan Jones, John Booth, T. H. Barlow, Hon. Robt. Fowler, M.L.C. ; J. Lane Mullins, T. J. West, J. G. Griffin, George Perry, Arthur McElhone, E. Milner Stephen, P. Nolan, R. G. Watkins, Samuel E. Lees, E. Lindsay-Thompson, Samuel Smith, M.L.A. ; J. C. Beer.”

The lower portion of the tablet contains the following inscription, viz. :—

“Sir James Graham, Mayor of Sydney.

“Mr. R. M. McCheyne Anderson, Town Clerk.”

The whole tablet is surmounted by an ornamental shield containing the Australian Coat of Arms, surmounted by the Royal Crown and Lion, the whole being backed by a leaved and ornamental canopy in low relief. The lower portion of the tablet terminates in a pendant richly ornamented and containing the Civic Crest. The tender of Messrs. J. Castle and Sons for £100, the amount provided in the Estimates, was adopted, and the work is now being carried out.

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### COMMEMORATIVE TABLETS—CORONATION OF HIS MAJESTY THE KING.

In addition to the amount provided for the completion and erection of a tablet to commemorate the Federation of Australia, the Council at the same time decided to provide in the Estimates for the year a sum of £100 for the completion and erection of a similar tablet to commemorate the Coronation of His Majesty King Edward VII.

Owing to the comparatively small sum allotted and the size required for the purpose, it was found necessary to have a similarity in design, and the tender of Messrs. J. Castle and Sons was accepted for the manufacture of these tablets in bronze for the sum of £200.

The tablet to commemorate the Coronation of the King is similar in design to the one designed to commemorate the Federation of Australia, but is surmounted by the Royal Coat of Arms, and contains the following inscription, namely :—

“Erected to commemorate the Coronation of King Edward VII., 9th August, 1902.”

Around this inscription appear the names of Great Britain, and the most important of her dependencies, namely, Australia, India, Canada, New Zealand, and Cape Colony.

In the outer margin appear the names of the Aldermen at that date as follows :—

“ Sir James Graham, J. D. Fitzgerald, Thomas Hughes, A. G. Ralston, Andrew Kelly, M.L.A. ; W. T. Henson, J. C. Waine, James Ward, Evan Jones, John Booth, T. H. Barlow, R. D. Meagher, M.L.A. ; J. Lane Mullins, T. J. West, J. G. Griffin, George Perry, Arthur McElhone, E. Milner Stephen, P. Nolan, R. G. Watkins, Samuel E. Lees, E. Lindsay-Thompson, Samuel Smith, M.L.A. ; J. C. Beer.”

The lower panel of the tablet contains the following inscription :—

“ Thomas Hughes, Lord Mayor of Sydney.  
“ Thomas H. Nesbitt, Town Clerk.”

The two tablets are being constructed to designs prepared by the City Building Surveyor and Chief Draughtsman, entirely of solid bronze with polished relief and matted fields, the letters being in heavy relief and polished on the faces, the ornamental portions being richly chased, and the whole will be lacquered. These tablets are now approaching completion and will shortly be erected on the piers flanking the central doorway from the vestibule into the Great Hall, the Council having by resolution decided to place them in this position.

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#### ELECTION OF ALDERMEN—RETURNING OFFICER.

In my report for 1902 I directed attention to the provisions of Section 26, Sub-section 1, of the Sydney Corporation Act, 1902, which enacts that the Returning Officer for the election of Aldermen shall be the Town Clerk, or such other citizen as the Governor may appoint in that behalf by notification in the *Gazette* and one or more newspapers. Following the precedent set in 1902, I conducted the election held on the 1st day of December, 1904, in accordance with the powers and authorities conferred by Statute.

As Returning Officer, and as a matter of convenience, I submit for the information of the Council, various items of information relating to the election of Aldermen, although such matters do not come under or form part of my annual report as Town Clerk.

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#### MUNICIPAL BY-ELECTION—GIPPS WARD.

In consequence of the death of Alderman Patrick Nolan, which was officially notified in May last, it became necessary under the provisions of Section 41 of the Sydney Corporation Act, 1902, to hold a by-election to fill the vacancy in the representation of Gipps Ward. The section referred to reads as follows :—

“ When any extraordinary vacancy occurs in the office of Alderman, the citizens entitled to vote shall, upon a day to be fixed by the Lord Mayor, not exceeding fourteen days after the occurrence of such vacancy, of which he shall give notice in the *Gazette* and in one newspaper, elect

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another citizen to supply such vacancy, who shall thereupon hold such office for the residue of the regular term of office of his predecessor, but he shall then be eligible for re-election if qualified."

In actual experience the time allowed by the Act was found to be much too short, and numerous complaints were received with regard to the notices issued under the 27th section of the Act in regard to nomination of candidates and the publication of names and addresses of those nominated. A very desirable and necessary improvement would be the substitution of twenty-one for fourteen days in the section just recited.

At the by-election two candidates were nominated, and at the close of the poll and after the voting papers had been scrutinised and counted the numbers were officially announced as follows :—

Mr. George McIvor (elected)	..	..	605 votes.
Mr. Alfred Donald Playfair (not elected)			362 votes.
Informal	..	..	10 voting papers.

The total number of voters on the roll in force at the time—a roll which was compiled in 1902 and continued in force until 30th November 1904—was 2,080, of whom 977 voted, equivalent to 46·97 per cent., compared with 63·89 per cent. at the election in December, 1902, and 51·36 per cent. at the election in December, 1904. The informal voting papers were ten in number, the percentage of informal voting papers to voters voting being 1·02, compared with 3·31 per cent. at the election in December, 1902, and 3·46 per cent. at the election in December, 1904. Of the ten informal voting papers, in six cases both names were struck out, and in four cases both names were left in.

The total expense incurred in connection with this by-election to fill a vacancy for a period of six months, at the expiration of which all Aldermen retired by effluxion of time, amounted to £41 4s 6d.

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#### MUNICIPAL BY-ELECTION—BELMORE WARD.

Owing to the unexpected retirement of Alderman J. D. Fitzgerald in August last an extraordinary vacancy was created in the representation of Belmore Ward, and a by-election was rendered necessary in order to fill such vacancy.

Seven candidates were nominated, and at the close of the poll and after the voting papers had been scrutinised and counted the numbers were unofficially announced as follows by the Returning Officer, namely :—

Mr. William Patrick Crick (elected)	..	..	428 votes
Mr. George Thomas Clarke (not elected)	..		329 votes
Mr. John Patrick Cochran (not elected)	..		169 votes
Mr. David Fealy (not elected)	..	..	14 votes
Mr. Vincent Patrick Taylor (not elected)	..		3 votes
Mr. James Jones (not elected)	..	..	2 votes
Mr. Denis O'Brien (not elected)	..	..	0 votes
Informal	..	..	13 voting papers



The total number of voters on the roll in force at the time was 2,899, of whom 958 voted, equivalent to 33·04 per cent., compared with 57·95 per cent. at the election in December, 1902, and 41·15 per cent. at the election in December, 1904. The informal voting papers were thirteen in number, the percentage of informal voting papers to voters voting being 1·35, compared with 3·75 per cent. at the election in December, 1902, and 5·67 per cent. at the election in 1904. Of the thirteen informal voting papers, four were in favour of Mr. W. P. Crick and Mr. G. T. Clarke, three were in favour of Mr. G. T. Clarke and Mr. V. P. Taylor, two were in favour of Mr. W. P. Crick and Mr. D. Fealy, one was in favour of Mr. J. T. Cochran and Mr. J. Jones, two were in favour of Mr. W. P. Crick, Mr. G. T. Clarke, and Mr. D. Fealy, and one in favour of Mr. D. Fealy, Mr. V. P. Taylor, and Mr. Denis O'Brien.

The roll in force was the one compiled in 1902, it having been enacted by Parliament in that year that instead of the roll being compiled in every year it should only be compiled in every year in which an election of Aldermen is to be held. This would no doubt to a very large extent account for the exceptionally small poll recorded.

The total expense incurred in connection with this by-election to fill a vacancy which would again occur by effluxion of time in about three months afterwards amounted to £82 10s 10d.

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### ELECTION OF ALDERMEN—POLLING STATIONS, ETC

The polling stations for the election of Aldermen were arranged as follows, namely :—

Ward.	Polling Stations.
1. Belmore.	—Oddfellows' Temple, Elizabeth Street.
2. Bligh.	—Presbyterian Hall, Palmer Street.
3. Bourke.	—Premises, 84 Pitt Street.
4. Cook.	—Congregational School Hall, Devonshire and Riley Streets.
5. Denison.	—Temporary building erected at the corner of Harris Street and McArthur Street.
6. Fitzroy.	—Butler's Hall, Palmer Street.
7. Flinders.	—St. Michael's Hall, Albion Street.
8. Gipps.	—Federation Hall, Church Hill.
9. Lang.	—Town Hall, Druitt Street.
10. Macquarie.	—Queen's Hall, Pitt Street.
11. Phillip.	—Exhibition Building, Prince Alfred Park.
12. Pyrmont.	—Premises at the corner Union Street and Paternoster Row.

The sub-polling stations, or divisions into which the citizens' roll was alphabetically divided in the several wards for purposes of convenience and facilitating the recording of votes, was as follows, namely :—

Belmore.—A to G, 1,193 voters ; H to P, 1,179 voters ; Q to Z, 799 voters.  
 Bligh.—A to D, 1,039 voters ; E to L, 1,106 voters ; M to R, 1,110 voters ; S to Z, 721 voters.  
 Bourke.—A to C, 750 voters ; D to H, 834 voters ; I to M, 817 voters ; N to S, 825 voters ; T to Z, 443 voters.

Cook.—A to G, 1,160 voters ; H to P, 1,275 voters ; Q to Z, 834 voters.

Denison.—A to G, 1,323 voters ; H to P, 1,445 voters ; Q to Z, 635 voters.

Fitzroy.—A to G, 1,323 voters ; H to P, 1,445 voters ; Q to Z, 832 voters.

Flinders.—A to D, 997 voters ; E to L, 998 voters ; M to R, 953 voters ; S to Z, 739 voters.

Gipps.—A to G, 800 voters ; H to P, 916 voters ; Q to Z, 478 voters.

Lang.—A to C, 665 voters ; D to H, 834 voters ; I to Q, 830 voters ; R to Z, 805 voters.

Macquarie.—A to G, 900 voters ; H to P, 995 voters ; Q to Z, 705 voters.

Phillip.—A to G, 1,115 voters ; H to P, 1,215 voters ; Q to Z, 794 voters.

Pymont.—A to L, 1,400 voters ; M to Z, 1,258 voters.

At the election held in 1902 it was alleged that at certain times during the day, notably during the luncheon or dinner hour and the hour immediately before the closing of the poll, a certain amount of inconvenience was occasioned owing to the congested state of the sub-polling stations, such congestion being caused by insufficient sub-polling stations. As I explained in 1902, I made enquiries as to the facilities afforded at the election in 1900, and as to the experience acquired at the election held in that year, when the Hon. W. J. Trickett, M.L.C., was Returning Officer, as to the adequacy or otherwise of the arrangements made for that election, and that where representations were made to me that the facilities then provided had proved inadequate, additional Polling Booths, Presiding Officers, and Poll Clerks were provided. Notwithstanding these increased facilities, candidates directed my attention to the fact that additional facilities would be welcomed in Belmore, Bligh, Bourke, Cook, Denison, Flinders, Lang, Macquarie, and Phillip Wards, and arrangements were made accordingly. In two or three of the wards the greatest difficulty was experienced in obtaining suitable premises for use as polling stations, but although a slight amount of inconvenience was noted in one or two places, the best arrangements possible under the circumstances were made.

With regard to presiding officers and poll clerks, I adhered to the rule I laid down in 1902, namely, to give preference to those who had previously acted either in Parliamentary or Municipal elections, and others were recommended to the Returning Officer as being suitable and possessing the necessary qualifications for the position. Two hundred and twenty-three applications were received for the one hundred and twenty positions to be filled. With regard to the Presiding Officers, I have found in connection with the last election that some of the most experienced in Parliamentary elections were the most obtuse as regards Municipal elections, and in some instances they preferred to follow their own sweet will, deliberately ignoring their instructions. For instance, one Presiding Officer persisted in initialling every ballot paper, notwithstanding positive instructions to the contrary, and an apparently trivial matter of this kind has been deemed, and very properly deemed, of sufficient importance to invalidate an election before to-day. There is no instruction direct or implied in the Act of Parliament that either the Returning Officer or the Presiding Officers are to initial ballot papers, and in the absence of such instruction it is an unwarrantable liberty on the part of any Presiding Officer to mark any ballot paper in the manner indicated. Generally speaking, however, although there were one or two inaccuracies, the Presiding Officers and Poll Clerks rendered most efficient service, which I gladly acknowledge. A clerical error in the

unofficial announcement gave Alderman McElhone 598 votes, whereas the number was 698. In another ward an old and experienced officer made a "slip," which fortunately was not attended with serious consequences, but which I do not think is likely to occur again. In this case, whilst I felt it my duty to censure the Presiding Officer, I cannot acquit certain of the scrutineers in attendance of all blame. In very few instances do scrutineers appear to realise that their duty is to scrutinise and not to act entirely "on their own." Had certain of the scrutineers attended to their duty and strictly scrutinised the figures put down by the Presiding Officer and Poll Clerk when counting the votes, the clerical error which was made would have been detected immediately, but instead of that the scrutineers referred to allowed the Presiding Officer and Poll Clerk to put down a wrong figure to the detriment of the candidate whom they represented, and allowed the Presiding Officer and Poll Clerk to sign the statement containing such erroneous figure as correct without making any protest either to the Presiding Officer or to myself as Returning Officer. On this point, however, so far as the Presiding Officer is concerned, I accept all responsibility, whilst tendering my apologies to Alderman Fitzgerald and Mr. R. G. Watkins for the error made by my subordinate. In another case a Presiding Officer, well recommended and who had done duty on previous occasions and given satisfactory service, had to be removed from his post of responsibility for the simple reason that he had been imbibing not too wisely but too well.

In order that the Council may be made fully acquainted with the details of the various arrangements which were made with regard to the Polling Stations, Sub-polling Stations, Presiding Officers, and Poll Clerks as compared with those at previous elections held in 1900 and 1902, I submit the following statement:—

Ward	Sub-Polling Stations.			Presiding Officers and Poll Clerks.		
	1900.	1902.	1904.	1900.	1902.	1904.
Belmore ..	2	2	3	6	5	9
Bligh ..	3	3	4	9	11	12
Bourke ..	3	4	5	10	13	15
Cook ..	2	2	3	7	7	9
Denison ..	2	2	3	6	6	9
Fitzroy ..	3	3	3	9	10	9
Flinders ..	2	3	4	7	10	12
Gipps ..	2	3	3	8	11	9
Lang ..	2	3	4	7	10	12
Macquarie ..	2	2	3	6	6	9
Phillip ..	2	2	3	7	7	9
Pymont ..	2	2	2	6	7	6
Total ..	<u>27</u>	<u>31</u>	<u>40</u>	<u>88</u>	<u>104</u>	<u>120</u>

Whilst in 1902 the sub-polling stations or divisional polling stations were increased to thirty-one as compared with twenty-seven in 1900, they were further increased to forty in 1904, and the Presiding Officers and Poll Clerks were increased to one hundred and twenty, as compared with one hundred and four in 1902 and eighty-eight in 1900. In Pymont Ward additional facilities will have to be provided on a future occasion.

Owing to there being no contested election in Bourke Ward and Lang Ward it was not necessary to engage the whole of the staff originally allocated to these wards.

Before closing this section of my report in connection with the elections I think it right to state that whilst it may and under certain conditions undoubtedly is necessary to engage outside assistance to fill the positions of Presiding Officers and Poll Clerks, the junior clerical staff of the Council should be permitted to take part in elections, first as Poll Clerks and then as Presiding Officers, so that they may not only receive the training to which they are entitled by virtue of the positions which they hold, but also that they may be enabled to acquire experience which may not only be of service to themselves but advantageous to the Council in whose service they are engaged. The control over a section of the permanent staff of the Council and who are amenable to discipline can be more effectively exercised when they are engaged in elections than over a heterogeneous body of employees working together without any cohesion or uniformity of purpose, and who are merely engaged as temporary employees for one day only in every two years. I therefore commend this suggestion to the careful consideration of the Council in the hope that at the next election of Aldermen the junior clerical staff may be permitted to fill positions in connection therewith under the direction of the Returning Officer.

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### ELECTION OF ALDERMEN—RESULT OF POLL.

As a result of the elections held on the first day of December, 1904, the candidates undermentioned were declared duly elected Aldermen for the respective wards for the period ending 30th November, 1906:—

#### BELMORE WARD.

Mr. George Thomas Clarke (elected)	..	..	696 votes
Mr. John English (elected)	..	..	638 votes
Mr. Harry Cox Cato (not elected)	..	..	466 votes
Dr. William Camac Wilkinson (not elected)	..	..	452 votes
Mr. David Fealy (not elected)	..	..	134 votes
Mr. William Charles Drury (not elected)	..	..	76 votes
Informal	..	..	74 ballot papers

#### BLIGH WARD.

Mr. Philip Henry Morton (elected)	..	..	769 votes
Mr. Thomas John West (elected)	..	..	762 votes
Mr. Alexander R. Ogden (not elected)	..	..	411 votes
Informal	..	..	19 ballot papers

#### BOURKE WARD.

Mr. Thomas Hughes (elected)	..	..	Returned unopposed
Mr. Alexander Gerard Ralston (elected)	..	..	Returned unopposed

#### COOK WARD.

Mr. George Perry (elected)	..	..	686 votes
Mr. Richard Watkins Richards (elected)	..	..	657 votes
Mr. George Griffin (not elected)	..	..	508 votes
Mr. David Clancy (not elected)	..	..	432 votes
Mr. Eli Moreman (not elected)	..	..	215 votes
Informal	..	..	35 ballot papers



## DENISON WARD.

Mr. John Harris (elected)	.. .. .	..	711 votes
Mr. Andrew Joseph Kelly, M.L.A. (elected)	.. .. .	..	559 votes
Mr. Alfred Parbury (not elected)	.. .. .	..	501 votes
Mr. Ferdinand Glyn (not elected)	.. .. .	..	381 votes
Informal	.. .. .	..	23 ballot papers

## FITZROY WARD.

Mr. Edward Milner Stephen (elected)	.. .. .	..	713 votes
Mr. Arthur McElhone (elected)	.. .. .	..	698 votes
Mr. Edward M. Fogarty (not elected)	.. .. .	..	415 votes
Mr. John J. Macnamara (not elected)	.. .. .	..	347 votes
Mr. John Blake (not elected)	.. .. .	..	165 votes
Informal	.. .. .	..	28 ballot papers

## FLINDERS WARD.

Mr. John Norton, M.L.A. (elected)	.. .. .	..	602 votes
Mr. James Henry Lawrence (elected)	.. .. .	..	567 votes
Mr. Robert Mackey (not elected)	.. .. .	..	539 votes
Mr. William Sommer (not elected)	.. .. .	..	295 votes
Mr. Septimus Furness (not elected)	.. .. .	..	99 votes
Mr. Thomas Campbell (not elected)	.. .. .	..	50 votes
Informal	.. .. .	..	41 ballot papers

## GIPPS WARD.

Mr. George McIvor (elected)	.. .. .	..	337 votes
Mr. William Patrick Fitzgerald (elected)	.. .. .	..	624 votes
Mr. Robert George Watkins (not elected)	.. .. .	..	541 votes
Mr. Frederick Jensen Ballerum (not elected)	.. .. .	..	174 votes
Informal	.. .. .	..	39 ballot papers

## LANG WARD.

Mr. Thomas Henley, M.L.A. (elected)	.. .. .	..	Returned unopposed
Mr. Evan Jones (elected)	.. .. .	..	Returned unopposed

## MACQUARIE WARD.

Mr. Samuel Edward Lees (elected)	.. .. .	..	1038 votes
Mr. Ernest Lindsay-Thompson (elected)	.. .. .	..	676 votes
Mr. Frederick Charles Hagon (not elected)	.. .. .	..	592 votes
Informal	.. .. .	..	51 ballot papers

## PHILLIP WARD.

Mr. Richard Denis Meagher (elected)	.. .. .	..	539 votes
Mr. Thomas Hughes Barlow (elected)	.. .. .	..	496 votes
Mr. Thomas F. Hanratty (not elected)	.. .. .	..	399 votes
Mr. Walter Peters (not elected)	.. .. .	..	133 votes
Mr. George Turner (not elected)	.. .. .	..	89 votes
Informal	.. .. .	..	34 ballot papers

## PYRMONT WARD.

Mr. Allen Arthur Taylor (elected)	.. .. .	..	842 votes
Mr. William Thomas Henson (elected)	.. .. .	..	813 votes
Mr. Donald Edmund Black (not elected)	.. .. .	..	379 votes
Mr. Benjamin Clarence Loyd (not elected)	.. .. .	..	368 votes
Informal	.. .. .	..	47 ballot papers

The retiring Aldermen, Mr. W. P. Crick, M.L.A., Belmore Ward ; Mr. John Lane Mullins, Bligh Ward ; Mr. John Charles Waine, Flinders Ward ; and Mr. James Charles Beer, Pyrmont Ward, did not offer themselves for re-election, their places being filled by the election of Mr. George T. Clarke, Mr. Philip H. Morton, Mr. John Norton, M.L.A., and Mr. William T. Henson ; whilst Dr. Camac Wilkinson, Belmore Ward ; Mr. John G. Griffin, Cook Ward ; Mr. Robert Mackey, Flinders Ward ; and Mr. Robert George Watkins, who offered themselves for re-election, were unsuccessful, being respectively displaced by Mr. John English, Mr. George Perry, Mr. James Lawrence, and Mr. William P. Fitzgerald.

Mr. Alderman Norton, M.L.A., had previously served as an Alderman for two years, Mr. Alderman Henson for two years, and Mr. Alderman Perry for two years.

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### ELECTION OF ALDERMEN—COMPARATIVE ANALYSIS OF VOTES RECORDED.

The following statement with regard to the number of voters on the roll, the number of voters who recorded their votes, the percentage of voters voting, the number of voting papers which were rejected on the ground of informality, and the percentage of informal votes recorded may be of interest, especially when compared with preceding elections :—

Ward.	Voters on Roll.	Voters Voting.	Percentage of Voters Voting.	Informal Voting Papers.	Percentage of Informal Voting Papers to Voters Voting.
Belmore ..	3,171	1,303	41.15	74	5.67
Bligh ..	3,976	1,961	49.32	19	.96
Bourke ..	3,669	No contest	No contest	No contest	No contest
Cook ..	3,269	1,284	39.27	35	2.72
Denison ..	2,520	1,099	43.61	23	2.09
Fitzroy ..	3,600	1,197	33.25	28	2.33
Flinders ..	3,687	1,117	30.29	41	3.67
Gipps ..	2,194	1,127	51.36	39	3.46
Lang ..	3,134	No contest	No contest	No contest	No contest
Macquarie ..	2,500	1,204	48.16	51	4.23
Phillip ..	3,124	862	27.59	34	3.94
Pyrmont ..	2,658	1,248	46.95	47	3.76
Total !	<u>37,502</u>	<u>12,404</u>	<u>40.40</u>	<u>391</u>	<u>3.15</u>

To Gipps Ward again, for the third time in succession, belongs the honour of polling the highest percentage of voters. But in Gipps Ward there is a great and inexplicable falling off, the percentage being 51.36 as against 63.89 in 1902 and 59.7 in 1900, or 7.34 worse than was recorded in 1900. Bligh Ward undoubtedly occupies the most creditable position, as it has not only made up the decrease recorded in 1902, but has advanced a few points over the record of 1900. Phillip Ward, for the third time in succession, occupies the not altogether enviable position of having the lowest record. The election of 1902 showed an excellent advance of 6.72 over the votes recorded at the previous election in 1900, but in 1904 the increase obtained in 1902 was not only wiped out but the ward receded to the extent of 3.91 when compared with the record in 1900. Belmore Ward, notwithstanding the local rallying cry as regards the retention of the Markets on their present site, and which to the ordinary mind would have suggested a record vote on the part of those interested in their retention, shows a remarkable falling off of nearly seventeen per cent., a state of things which is only beaten in Flinders Ward, where there was a

decrease of 19·13 per cent. The greatest number of spoiled papers was recorded in Belmore Ward, the percentage reaching 5·67, and Bligh Ward, with ·96, has the distinction of having the lowest percentage of spoiled voting papers, displacing Macquarie Ward, which in 1902 had only ·95 per cent., but which in 1904 shows a great increase, there having been no less than 4·23 per cent. of the ballot papers spoiled in this ward, through informality, which attention to instructions might have avoided. The percentage of informal voting papers to voters voting shows an increase of 1·39 per cent. when compared with the election in 1902.

In order that the Council may be enabled to make comparisons with the percentage of votes recorded at the previous civic elections which took place in 1900 and 1902, the following statement is submitted:—

Ward.	Percentage of Voters Voting 1900.	Percentage of Voters Voting 1902.	Increase.	Decrease.	Percentage of Voters Voting 1904.	Increase over 1902.	Decrease under 1902.
Belmore ..	52·5	57·95	5·45	—	41·15	—	16·80
Bligh ..	49·2	46·44	—	2·76	49·32	2·88	—
Bourke ..	57·6	59·64	2·04	—	No contest	—	—
Cook ..	47·8	55·54	7·74	—	39·27	—	16·27
Denison ..	55·1	58·95	3·85	—	43·61	—	15·34
Fitzroy ..	47·6	44·94	—	2·66	33·25	—	11·69
Flinders ..	48·4	49·42	1·02	—	30·29	—	19·13
Gipps ..	59·7	63·89	4·19	—	51·36	—	12·53
Lang ..	58·0	63·15	5·15	—	No contest	—	—
Macquarie ..	54·9	60·85	5·95	—	48·16	—	12·69
Phillip ..	31·5	38·29	6·79	—	27·59	—	10·70
Pymont ..	50·4	56·91	6·51	—	46·95	—	9·96

The total number of voters on the roll in 1902 was 34,932, or for purposes of comparison, omitting Bourke Ward and Lang Ward, in which no contests took place in 1904, 28,741. The voters voting in 1902, again omitting Bourke Ward and Lang Ward for the reason stated, numbered 15,062, the percentage of votes recorded on this basis being 52·40. The total number of voters on the roll in 1904 was 37,502, or omitting Bourke Ward and Lang Ward, in which no contests took place, 30,699. The voters voting in 1904 numbered 12,404, the percentage of votes recorded being 40·40 compared with 52·40 in 1902, a decrease of 12 per cent. The only ward in which an increase is shown is Bligh Ward, but even there the votes recorded do not reach 50 per cent. of those on the roll.

In 1902 I had occasion to remark that with a percentage of 53·72, or 52·40 omitting Bourke Ward and Lang Ward, the aggregate percentage was capable of improvement, but I never for one moment anticipated that at the very next election there would be such a deplorable retrogression. A backward movement of this serious character is regrettable and must be deplored, indicating as it does absolute indifference on the part of the citizens in relation to the proper conduct of municipal affairs, and when such an abnormally large number, six-tenths of the whole, or, to be strictly accurate, 59·60 per cent., do not think it worth their while to take the trouble to attend to record their votes, it surely betokens a lamentable lethargic condition of things, which only a municipal cataclysm or eruption can dissipate.

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## ELECTION OF ALDERMEN—SUCCESSFUL CANDIDATES : ELECTION EXPENSES.

Under the provisions of Section 22, Sub-sections 1 and 2, of the Sydney Corporation Act, 1902, it is provided as follows :—

1. No candidate at any election shall expend, either by himself or his agent, more than fifty pounds in connection with such election, and the details of such expenditure, verified by statutory declaration, shall be furnished to the Town Clerk within seven days after the holding of an election.
2. Any candidate who spends more than the said fifty pounds in connection with any such election, or fails to furnish the details of his expenditure within the time limited in the last preceding section, shall be liable to a penalty of twenty pounds, to be recovered in a summary manner in any court of competent jurisdiction, and if elected such election shall be void.

With regard to the elected Aldermen, the provisions of the Act appear to have been complied with in the matter of candidates' election expenses, certain details of expenditure, verified by statutory declaration, having been received in each case within the specified time, the total amount declared being within the prescribed limit.

Ward.	Alderman.		Expenses.			Cost per Vote Recorded.
			£	s.	d.	d.
Belmore	Mr. George Thomas Clarke	..	29	7	9	10·13
Belmore	Mr. John English .. ..	..	3	15	6	1·42
Bligh	Mr. Philip Henry Morton	..	49	9	6	15·44
Bligh	Mr. Thomas John West ..	..	10	14	6	3·37
Bourke	Mr. Alexander Gerard Ralston	..	Nil			Unopposed
Bourke	Mr. Thomas Hughes ..	..	Nil			Unopposed
Cook	Mr. George Perry .. ..	..	1	13	6	·58
Cook	Mr. Richard Watkins Richards	..	29	16	0	10·88
Denison	Mr. John Harris .. ..	..	33	0	0	11·14
Denison	Mr. Andrew Joseph Kelly, M.L.A.	..	5	0	0	2·14
Fitzroy	Mr. Edward Milner Stephen	..	9	2	0	3·06
Fitzroy	Mr. Arthur McElhone ..	..	13	8	0	4·60
Flinders	Mr. John Norton, M.L.A.	..	29	5	0	11·66
Flinders	Mr. John Henry Lawrence	..	Nil			Nil
Gipps	Mr. George McIvor .. ..	..	7	11	0	2·16
Gipps	Mr. William Patrick Fitzgerald	..	34	0	0	13·07
Lang	Mr. Thomas Henley, M.L.A.	..	Nil			Unopposed
Lang	Mr. Evan Jones .. ..	..	Nil			Unopposed
Macquarie	Mr. Samuel Edward Lees	..	48	11	9	11·23
Macquarie	Mr. Ernest Lindsay-Thompson	..	17	4	0	6·10
Phillip	Mr. Thomas Hughes Barlow	..	15	17	0	7·67
Phillip	Mr. Richard Denis Meagher	..	14	3	6	6·31
Pymont	Mr. William Thomas Henson	..	26	2	0	7·70
Pymont	Mr. Allen Arthur Taylor ..	..	24	8	6	6·96

The total amount returned as expended by the successful candidates is £402 9s 6d, giving an average of 7·23d per formal vote recorded, a result which compares very favourably indeed with the United Kingdom.

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## ELECTION OF ALDERMEN—UNSUCCESSFUL CANDIDATES : ELECTION EXPENSES.

Subject to certain observations recorded elsewhere, the requirements of the Sydney Corporation Act, 1902, with regard to depositing details of expenditure, verified by statutory declaration, were wholly or partially complied with by the undermentioned unsuccessful candidates, namely :—

Ward.	Alderman.	Expenses.			Cost per Vote
		£	s.	d.	Recorded. d.
Belmore	Mr. Harry Cox Cato .. ..	£5	14	0	2·93
Belmore	Mr. William Charles Drury ..	0	10	6	1·66
Belmore	Mr. David Fealy .. ..	20	2	6	36·04
Belmore	Dr. William Camac Wilkinson ..	31	10	7	16·74
Bligh	Mr. Alexander Ralph Ogden ..	27	2	5	15·83
Cook	Mr. David Clancy .. ..	5	0	0	2·77
Cook	Mr. John George Griffin .. ..	22	14	6	10·73
Cook	Mr. Eli Moreman .. ..	7	18	6	8·84
Denison	Mr. Ferdinand Glyn .. ..	10	0	0	6·30
Denison	Mr. Alfred Parbury .. ..	13	10	0	6·86
Fitzroy	Mr. John Blake .. ..	10	0	0	14·54
Fitzroy	Mr. Edward Matthew Fogarty ..	7	0	0	4·04
Fitzroy	Mr. John Macnamara .. ..	4	18	6	3·40
Flinders	Mr. Thomas Campbell .. ..	Nil			Nil
Flinders	Mr. Septimus Furness .. ..	0	12	6	1·51
Flinders	Mr. Robert Mackey .. ..	36	2	6	16·08
Flinders	Mr. William Sommer .. ..	12	17	0	10·45
Gipps	Mr. Frederick Jensen Ballerum ..	7	7	6	10·17
Gipps	Mr. Robert George Watkins ..	36	1	0	15·99
Macquarie	Mr. Frederick Charles Hagon ..	48	4	5	19·55
Phillip	Mr. Thomas Hanratty .. ..	21	0	0	12·63
Phillip	Mr. Walter Peters .. ..	Nil			Nil
Phillip	Mr. George Turner .. ..	Nil			Nil
Pymont	Mr. Donald Edmond Black ..	7	16	6	4·95
Pymont	Mr. Benjamin Clarence Loyd ..	7	16	6	5·10

The total amount returned as expended by the unsuccessful candidates is £343 19s 5d, giving an average of 10·47d per formal vote recorded for the unsuccessful candidates, as against 7·23d per vote recorded for the successful candidates.

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## ELECTION OF ALDERMEN—CANDIDATES' ELECTION EXPENSES.

It will be observed from the statements submitted that Mr. Alderman Lawrence occupies the somewhat unique position of having been returned at a contested municipal election without any expense having been incurred by him. Where expenses were incurred, Mr. Alderman Perry secured election at a nominal cost of ·58d for each vote recorded in his favour, the next lowest being Mr. Alderman English with 1·42d per vote; Mr. Alderman Kelly, M.L.A., 2·14d per vote; Mr. Alderman McIvor, 2·16d per vote; Mr. Alderman Milner Stephen, 3·06d per vote; and Mr. Alderman West, 3·37d per vote. At the other extreme Mr. Alderman Morton heads the list with 15·44d for each vote recorded, the next being Mr. Alderman Fitzgerald with 13·07d per vote; Mr.

Alderman Norton, M.L.A., 11·66d per vote ; Mr. Alderman S. E. Lees, 11·23d per vote ; Mr. Alderman Harris, 11·14d per vote ; and Mr. Alderman Richards, 10·88d per vote. At the contested elections held in December, 1902, the expenses declared as incurred by the successful candidates returned showed Mr. Alderman Evan Jones with 1·8d for each vote recorded ; Mr. Alderman Beer, 2·8d per vote ; Mr. Alderman McElhone, 4·2d per vote ; Mr. Alderman Richards, 4·6d per vote ; Mr. Alderman West, 5·2d per-vote ; and Mr. Alderman Kelly, M.L.A., 5·8d per vote ; whilst at the other extreme Mr. Alderman Harris headed the list with 15·6d for each vote recorded ; Mr. Alderman Wilkinson, 14·1d per vote ; Mr. Alderman Taylor, 12·8d per vote ; Mr. Alderman Mackey and Mr. Alderman Meagher, M.L.A., each with 11·7d per vote ; and Mr. Alderman Waine, 11·4d per vote.

On comparing the aggregate expenditure by successful candidates in 1902 with the aggregate expenditure by successful candidates in 1904, there is a remarkable diminution, which to some extent is accounted for by the unopposed elections in 1904 in Bourke Ward and in Lang Ward, £148 8s 6d having been expended by the successful candidates in those wards in 1902. The total expenses returned as having been expended by successful candidates in 1902 was £820 15s 2d, giving an average of 8·50d per formal vote recorded, compared with £402 9s 6d for 1904, with an average of 7·23d per formal vote recorded. The expenses, therefore, show a decrease of £418 5s 8d, and the cost per formal vote recorded a decrease of 1·27d.

With regard to the unsuccessful candidates, I much regret that owing to nine of the number in 1902 having failed or intentionally omitted to forward details of their expenses as required by the Act, I am not in a position to make any comparison between the aggregate expenses incurred in 1902 and 1904. It is, however, worthy of note that at the recent election three unsuccessful candidates, namely, Mr. Thomas Campbell, who contested Flinders Ward and obtained fifty votes, and Mr. Walter Peters and Mr. George Turner, who contested Phillip Ward and obtained 133 and 89 votes respectively, incurred no expense. Where expenses were incurred, Mr. Septimus Furness obtained 99 votes at a cost of 1·51d per formal vote recorded ; Mr. William Charles Drury, 76 votes at a cost of 1·66d per vote ; Mr. David Clancy, 432 votes at a cost of 2·77d per vote ; Mr. Harry Cox Cato, 466 votes at a cost of 2·93d per vote ; Mr. John J. Macnamara, 347 votes at a cost of 3·40d per vote ; and Mr. Edward M. Fogarty, 415 votes at a cost of 4·04d per vote. On the other hand, Mr. David Fealy obtained 134 votes at the abnormal cost of 36·04d per formal vote recorded ; Mr. Frederick C. Hagon, 592 votes at a cost of 19·55d per vote ; Dr. W. C. Wilkinson, 452 votes at a cost of 16·74d per vote ; Mr. Robert Mackey, 539 votes at a cost of 16·08d per vote ; Mr. Robert G. Watkins, 541 votes at a cost of 15·99d per vote ; and Mr. Alexander R. Ogden, 411 votes at a cost of 15·83d per vote.

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#### ELECTION OF ALDERMEN—CORRUPT PRACTICES.

During the election proceedings in November last numerous enquiries were made with regard to corrupt practices at elections and as to the character of the expenses which candidates are permitted to incur, and as to what was included in the term "corrupt practices." Needless to

say, on points of this nature I did not feel myself competent to advise any candidate, and declined to do so, but referred him to a solicitor, it being no part of my duty as Returning Officer to advise candidates on election law.

As the matter is one of considerable public interest, and as the particulars of expenses submitted pursuant to the Statute vary so largely in the nature of their details, a few observations on the matter may not be altogether out of place at this stage.

Not being quite satisfied with certain of the statements which were forwarded, I made a careful analysis thereof, and with a view to guidance in the future, should it be necessary, I submitted certain questions to the City Solicitor for consideration. Generally speaking, the items are particularised as follows:—Cabs, vehicles, refreshments, lunch for canvassers, lunch for scrutineers, canvassers' fees, scrutineers' fees, clerical assistance, outside clerks, rent of balconies, rent of rooms, advertising, stationery, printing, billposting, signwriting, typewriting, postages, and municipal rolls. In seven cases, three being successful candidates and four unsuccessful candidates, all details are not given, but certain payments are summarised in one total under the heading of "incidentals," "sundries," "general," "services on polling day," and "expenses out of pocket."

Under the provisions of Section 51 of the Sydney Corporation Act, 1902, the provisions of Section 109 to 114 inclusive, and of Section 116 of the Parliamentary Electorates and Elections Act, 1902, apply to all elections held under the Sydney Corporation Act, and the commission of any of the acts mentioned in the said sections renders void the election of the person committing such act, either by himself or by an agent, and when committed with his knowledge and consent such person becomes disqualified from holding or acting in any municipal office during the period of two years next following such commission.

As regards the provisions of the Parliamentary Electorates and Elections Act, which are incorporated in the Sydney Corporation Act, Section 109 defines who shall be deemed to be guilty of the misdemeanour of bribery, etc.; Section 110 is in reference to the extended meaning of the term "candidate"; Section 111 relates to the offence of treating by a candidate or by or with any other person or by any other ways or means on his behalf; Section 112 prescribes the penalty for treating or providing entertainment by way of refreshment of any money or ticket to enable an elector to obtain refreshment; Section 113 defines who shall be deemed to be guilty of the misdemeanour of intimidation; Section 114 provides that no action or proceedings shall be brought or maintained for goods or work or service in prosecuting an election; and Section 116 prohibits wagers, bets or other risks on the result of any election.

Sections 111 and 112, which are most important, read as follows, namely:—

Every candidate at an election who corruptly, by himself or by or with any person, or by any other ways or means on his behalf, at any time either before or during an election, directly or indirectly gives or provides, or causes to be given or provided, or is accessory to the giving or providing, or pays or allows any person to pay on his behalf wholly or in part any expenses incurred for any meat, drink, entertainment, or provisions to or for any person, or horse

or carriage hire or conveyance for any voter whilst at such election, in order to ensure or forward his election, or for the purpose of corruptly influencing such person or any other person to give or refrain from giving his vote at such election, or on account of such person having voted or refrained from voting or being about to vote or refrain from voting at such election, shall be deemed guilty of the offence of treating; and every elector who corruptly accepts or takes any meat, drink, refreshment, or provision, horse or carriage hire or conveyance, so paid for, given or provided, shall be incapable of voting at such election.

Any person who is guilty of the offence of treating as defined in the last preceding section, or who gives or causes to be given to any elector during any election on account of such entertainment by way of refreshment, or any money or ticket to enable such elector to obtain refreshment, shall be liable to be fined any sum not exceeding one hundred pounds, or to be imprisoned for any term not exceeding six months, or to be both fined and imprisoned within such limits, and shall also be incapable of voting at such election.

The City Solicitor advised that as regards the question of engaging cabs and vehicles and paying for refreshments, this was governed by Section 111 of the Parliamentary Electorates and Elections Act. The meaning of this section other than the word "corruptly" in the first line, which governs the various portions of it, is, the City Solicitor considers, clear, and on the meaning of this word he quotes the words of Mr. Justice Blackburn in the Bewdley Petition, 19 L.T., page 676, upon the same word in a similar section in the English Act 17 and 18 Victoria, cap. 102, as follows:—

"Those who framed the Act appear to have intended that it should comprehend almost everything that can by any possibility happen in this way at an election, but they have governed it all by the word 'corruptly.' The interpretation of this word as explained, and in my opinion rightly explained, by Mr. Justice Wills is not 'wickedly,' 'immorally,' or anything of the sort, but embraces such conduct as it was decidedly the intention of the Legislature to discountenance. Where it is shown that even the smallest quantity of meat or drink is supplied, that is, of course, admissible as evidence of treating, but more than that would be required to make out a corrupt intention. Each individual case may in itself be slight, a mere feather-weight, as was said by Mr. Giffard, but all taken together will be of importance if there are any such cases."

It will be seen from the foregoing observations that whether the practice is corrupt or not depends on the circumstances of the particular case.

Regarding the payment of canvassers, the City Solicitor states that he sees no objection to such a practice provided they are employed for legitimate purposes and their expenses do not exceed the limit of fifty pounds prescribed by the Act of Parliament.



With regard to those cases where the returns are in general terms, such as "incidentals," "sundries," "general," "services on polling day," and "expenses out of pocket," the City Solicitor is of opinion that these generalised items do not comply with the Sydney Corporation Act as to details of expenditure, and consequently the candidates, successful and unsuccessful, who have made returns in these terms have not complied with the provisions of the Act, and therefore rendered themselves liable to the penalty and disqualification prescribed by the Act.

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### LOCAL OPTION VOTE.

Under the provisions of the Liquor Act, 1898. it is enacted that the granting of a new publican's license or of a certificate of removal of a publican's license shall, within the area of every ward of the City of Sydney, be contingent upon the vote of the ratepayers of such areas respectively to be ascertained in the manner provided by the Act.

It is provided that the voting of ratepayers within the City of Sydney shall take place on the same day as that on which the annual election of Aldermen of the City is held after an interval of three years from the taking of the last vote of the ratepayers. The voting of ratepayers must be taken in each ward, and for the purpose of taking such votes, voting papers are to be provided by the Returning Officer in the following form :—

DIVISION A.	VOTER'S ANSWER.
1. Shall any publicans' licenses be granted in respect of premises situate within this Ward for the period of three years from this date ?	Yes.  No.
DIVISION B.	VOTER'S ANSWER.
2. Shall any removals of publicans' licenses be granted in respect of premises situate within the Ward for the period of three years from this date ?	Yes.  No.

#### DIRECTIONS.

If the voter desires to vote against the granting of new licenses he should strike out the word "Yes" in Division A. If he desires to vote for the granting of new licenses he should strike out the word "No" in the same Division A. If he desires to vote against the granting of removals of licenses he should strike out the word "Yes" in Division B. If he desires to vote for the removal of licenses he should strike out the word "No" in the same Division B.

All the provisions of the Acts relating to the Corporation of the City of Sydney so far as they regulate or prescribe the qualifications and disqualifications of electors, the mode and place of holding elections, of appointing polling places, the mode of voting, and the punishment for giving a false answer to the questions apply respectively to voting and voters at and to all officers taking part in respect of the voting of ratepayers for the purposes of the Liquor Act. It is further provided, and provided most unjustly, that all expenses incurred in the City of Sydney in carrying out the requirements of the Act as regards taking a vote of

the ratepayers are to be defrayed from the same fund and paid in the same manner as expenses incurred in carrying out the requirements of the civic law in respect of voting at annual elections.

At the election of Aldermen held on the 1st December, 1904, the vote of the ratepayers was taken in accordance with the provisions of the Act, with the following result :—

BELMORE WARD.				FLINDERS WARD.			
Division A.—Yes ..	..	25		Division A.—Yes ..	..	39	
Division A.—No ..	..	92		Division A.—No ..	..	114	
Division B.—Yes ..	..	44		Division B.—Yes ..	..	63	
Division B.—No ..	..	71		Division B.—No ..	..	94	
Informal voting papers ..		5		Informal voting papers ..		1	
BLIGH WARD.				GIPPS WARD.			
Division A.—Yes ..	..	34		Division A.—Yes ..	..	7	
Division A.—No ..	..	111		Division A.—No ..	..	15	
Division B.—Yes ..	..	55		Division B.—Yes ..	..	12	
Division B.—No ..	..	86		Division B.—No ..	..	10	
Informal voting papers ..		8		Informal voting papers ..		1	
BOURKE WARD.				LANG WARD.			
Division A.—Yes ..	..	11		Division A.—Yes ..	..	9	
Division A.—No ..	..	34		Division A.—No ..	..	18	
Division B.—Yes ..	..	18		Division B.—Yes ..	..	12	
Division B.—No ..	..	26		Division B.—No ..	..	14	
Informal voting papers ..		1		Informal voting papers ..		0	
COOK WARD.				MACQUARIE WARD.			
Division A.—Yes ..	..	30		Division A.—Yes ..	..	67	
Division A.—No ..	..	118		Division A.—No ..	..	214	
Division B.—Yes ..	..	51		Division B.—Yes ..	..	106	
Division B.—No ..	..	96		Division B.—No ..	..	180	
Informal voting papers ..		4		Informal voting papers ..		2	
DENISON WARD.				PHILLIP WARD.			
Division A.—Yes ..	..	28		Division A.—Yes ..	..	18	
Division A.—No ..	..	71		Division A.—No ..	..	55	
Division B.—Yes ..	..	41		Division B.—Yes ..	..	28	
Division B.—No ..	..	58		Division B.—No ..	..	47	
Informal voting papers ..		1		Informal voting papers ..		0	
FITZROY WARD.				PYRMONT WARD.			
Division A.—Yes ..	..	14		Division A.—Yes ..	..	10	
Division A.—No ..	..	54		Division A.—No ..	..	55	
Division B.—Yes ..	..	23		Division B.—Yes ..	..	15	
Division B.—No ..	..	45		Division B.—No ..	..	50	
Informal voting papers ..		0		Informal voting papers ..		0	

The total number of voting papers actually used, omitting the informal papers, was 1,299 out of a total of 37,502, the infinitesimal percentage of 3.46.

The following statement showing the number of voters on the roll, the number of voters who recorded their votes, the percentage of voters voting, and the number of voting papers which were rejected on the

ground of informality may be regarded in the light of an object lesson by those taking an interest in the question of local option :—

Ward.		Voters on Roll.	Voters Voting.	Percentage of Voters Voting.	Informal Voting Papers.
Belmore	..	3,171	119	3.75	5
Bligh	..	3,976	149	3.74	8
Bourke	..	3,669	45	1.22	1
Cook	..	3,269	174	5.32	4
Denison	..	2,520	103	4.08	1
Fitzroy	..	3,600	69	1.91	0
Flinders	..	3,687	161	4.36	1
Gipps	..	2,194	23	1.04	1
Lang	..	3,134	27	.86	0
Macquarie	..	2,500	287	11.48	2
Phillip	..	3,124	75	2.4	0
Pymont	..	2,658	67	2.52	0
Total	..	<u>37,502</u>	<u>1,299</u>	<u>3.46</u>	<u>23</u>

It will be remembered that under the provisions of the Act only those actually making application to the Presiding Officer to be furnished with local option voting papers are to be supplied with such voting papers, that is to say, Presiding Officers are precluded from offering any person a voting paper or from directing attention to the fact that a local option vote is being taken at the same time as the voting for Aldermen at municipal elections. A perusal of the tabulated statement of voters voting at the municipal elections show that 13,356 electors on the citizens' roll recorded their votes and out of that number, there being no contest in Bourke Ward or Lang Ward, only 1,299 electors manifested sufficient interest in the question to ask for a voting paper. The total cost incurred, including a proportionate cost of printing, after making allowance for unused papers, amounted to £12 10s, consequently each vote recorded cost 2.30d.

I have conducted many elections, Parliamentary, Municipal, School Board, Burial Board, etc., but I have never in my experience conducted or taken part in any election so profitless or characterised by such indifference and apathy as that which distinguished the taking of the local option vote in the City of Sydney on the 1st December, 1904.

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#### OBITUARY—ALDERMAN NOLAN.

The announcement of the death of Alderman Patrick Nolan, which occurred at his residence in Oxford Street in May last, came as a shock to the City Aldermen and to those of his friends who were unaware of his illness. Until about a fortnight previously Alderman Nolan appeared to be in the enjoyment of good health, but during that period he contracted a severe cold as the result of exceptionally wet weather. It was recognised that the seizure was serious, and pneumonia supervening he became dangerously ill, and all that medical skill and devoted nursing could do proved unavailing, and he passed away at the early age of forty-two years.

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For many years Alderman Nolan was engaged in business as a grocer in Princes Street, Grosvenor Square, but about fifteen months prior to his death he removed to Oxford Street.

He was returned to the City Council in December, 1900, as one of the representatives of Gipps Ward, and on the expiration of his term of office was re-elected. Exceedingly popular with his fellow Aldermen, and exercising considerable influence in the district which he represented, Alderman Nolan's natural shrewdness and general practical knowledge enabled him to render good service in the Council and on the Works Committee, and the intimation of his death was received with feelings of considerable regret.

The delegates attending the Local Government Convention, then sitting in Sydney, immediately the notification of Alderman Nolan's decease was made known to them, on a motion submitted by the chairman, the Hon. B. R. Wise, K.C., Attorney-General and Acting Premier, unanimously passed a vote of sympathy and condolence with the relatives.

The Works Committee of the City Council met at the Town Hall on the day of Alderman Nolan's death, and as soon as the Vice-Chairman had taken the chair, Alderman R. G. Watkins, a colleague of Alderman Nolan in the representation of Gipps Ward, moved "that the Committee at once adjourn as a mark of respect to the memory of their deceased colleague," he having been a member of the Works Committee. This was seconded by Alderman Evan Jones, who paid a tribute to the worth, energy and ability of the deceased; and his remarks having been endorsed by the Vice-Chairman of the Committee, Alderman McElhone, the resolution was carried unanimously, and the Committee adjourned accordingly.

At the first meeting of the City Council the Lord Mayor submitted a minute referring to the lamented death of Alderman Nolan, emphasising the fact that he was a lover of his work, most considerate for the citizens, and rendered patriotic service in their interests; and that the plain duty of the Council was to place on record the Council's high appreciation of his services, and sincere regret for his widow and family. It was accordingly resolved unanimously, on the motion of the Lord Mayor, seconded by Alderman Watkins, that a letter of condolence be forwarded to Mrs. P. Nolan conveying the deep sympathy of the Council for her in the sad bereavement she had sustained, and further, that it be placed on record that the Council regrets the decease and recognises the valuable services which the late Alderman Nolan had rendered to the citizens during his term of three years and six months as a member of the City Council.

The remains were interred in the Waverley Cemetery in the presence of a large number of relatives and friends. Besides the members of the family, those present at the funeral included the Lord Mayor (the Right Hon. S. E. Lees), Alderman R. G. Watkins (colleague of the late Alderman Nolan in the representation of Gipps Ward), Alderman T. Hughes (ex-Lord Mayor), T. H. Barlow, J. C. Beer, J. D. Fitzgerald, J. G. Griffin, T. Henley, Evan Jones, R. Mackey, R. D. Meagher, M.L.A., A. McElhone, J. Lane Mullins, A. G. Ralston, R. W. Richards, E. Milner Stephen, A. Taylor, E. Lindsay-Thompson, T. J. West, and Dr. Camac Wilkinson; T. H. Nesbitt (Town Clerk), S. H. Solomon (City Treasurer), Dr.



Armstrong (City Health Officer), W. M. Gordon (City Surveyor), R. H. Brodrick (City Building Surveyor), T. Rooke (City Electrical Engineer), A. Mason (City Organist), J. Neale Breden (Superintendent of Corporation Assets), and R. Dougan (General Auditor).

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### FINANCIAL.

The capital value of Sydney properties assessed for rating purposes in 1905 is £44,889,000, as against £44,834,440 for the preceding year. The assessed annual value for 1905, including the mains of the Gas and Hydraulic Power Companies, is £2,077,018 nett. The City Rate receivable on this assessment at one shilling and ninepence in the pound amounts to £181,739, one penny in the pound producing approximately £8,500. The total liabilities of the Corporation at 31st December, 1904, amounted to £1,615,522. The Corporation assets against which annual depreciation is debited were represented at £2,086,598 19s 9d, and the balance of assets over liabilities was on the 31st December, 1904, £471,076 14s 5d, or considerably over a quarter of a million pounds. With regard to interest, the rate payable on the loans is chiefly four per cent. Out of £1,590,000 debentures, only £35,000 now earns six per cent., and in January, 1906, the last debenture at that rate will be repaid. A sum of £200,000 carrying five per cent. was retired in July, 1904.

All the accumulated sinking funds of the Council are invested, pursuant to Statute, in New South Wales Government securities at three and four per cent. The Council possesses the power to rate up to the statutory limit of two shillings in the pound, and this gives an uncalled rate revenue of £25,962 per annum.

On the revenue side of the estimates, the total receipts are estimated at £245,536, of which the City Rate provides by far the greater part, amounting, as already stated, to £181,739. From this, however, the estimates outstanding at the end of the year 1905, and certain adjustments to be made with the Harbour Trust, are to be deducted, leaving a nett rate for 1905 of £177,426.

The adjustments with the Harbour Trust, which have been referred to, are in respect of the exemption allowed under the Act in respect of property occupied for the purposes of the Trust. This exemption has been applied so as to reduce *pro tanto* the rates on any premises remaining temporarily unoccupied, and also to free lands held by the Trust for trading purposes, although, in respect of the latter, the Trust's immunity from rates necessarily affords it an advantage in competing with shipping firms, and the Council has contended that in respect of such lands the Trust should recognise its obligation of paying rates.

During the year 1904 the long disputed question of the liability of the Federal Government for City Rates was determined by the High Court, and, unfortunately, against the interests of the Council. By this decision the Council loses the sum of about £3,000 annually in rates which, previously to Federal ownership, were always paid by the State Government. The obligation rests on the Council to maintain expensive municipal services without which the use of Federal properties would be rendered inconvenient or even impracticable, yet the owners of these

properties refuse to contribute one penny towards the cost. The Railway Commissioners, again, though obtaining large revenues from the use of the City streets, pay nothing for this privilege ; but, on the contrary, their buildings, offices and lands are exempt from the operation of the City Rate.

The Corporation revenue is derived principally from the imposition of rates, supplemented by rents and dues from Corporation assets and licenses, fees and fines. The rates received during 1904 amounted to £180,426 8s 4d, and represented 74·9 per cent. of the total revenue from all sources.

The nett revenue from the Cattle Saleyards was £5,779 in 1904, and a similar amount is estimated for 1905, the rents and dues from the Saleyards and the Public Markets being a fluctuating quantity largely dependent on weather conditions. The Belmore Markets showed a nett profit for 1904 of £5,941, and the Fish Markets of £486, while the Queen Victoria Markets disclosed a deficit of £8,173, and the Fish Market Cooling Chamber a small loss of £84. These items show a small shrinkage on the figures of the previous year, which has been attributed mainly to the general depression and dearth of production. The estimated figures for 1905 follow those of last year, with the exception that the loss of the fruit season, owing to the failure of orchards, is expected to reduce the profits of the Belmore Markets to some extent.

The detailed figures as to the Queen Victoria Markets show that the rents received in 1904 amounted to £15,911 and the working expenses to £5,564, the interest and sinking fund charged against the Market building totalling £18,521.

It is expected that the Electricity Supply Undertaking will, during the present year, at least pay its way, and next year will make up any loss on the first year's working, and provide some return to the City Revenue. Applications for electricity are fast being received and responded to. During the three months prior to levying the rate seventy consumers were connected, and the weekly average of applications is increasing. Approximately the present revenue at the end of February, 1905, amounted to £248 per week, and the working expenses to £180, showing a weekly profit on working of £68. This amount, however, has to be set against the weekly proportion of interest and sinking fund, which amounts to £176, but at the present rate of increase in revenue this sum is being rapidly overhauled. At the present average cost of working, the total annual cost is within £20,000, showing a considerable saving upon the amount of expenditure anticipated in the earlier stages of the venture, and justifying the expectation that a surplus will at no distant date become payable to the City Fund.

The engagement in 1904 of Mr. Alfred Hollins, the well-known English organist, may be considered as highly satisfactory from a pecuniary standpoint, while undoubtedly Mr. Hollins secured an artistic success. The recitals were largely attended, and, at popular prices, covered all expenses, including full charges for hire of the hall. A sum for the engagement of a special organist is again upon the estimates for this year.

Many sources of revenue which in the majority of municipal centres are vested in the Municipal Government are in this City withheld from the Council. It is sufficient to mention some, such as fees from the

regulation and control of bill-posting hoardings, license fees from public-houses, vehicles, lodging-houses, and noxious trades, fees from the licensing and regulating of places of amusement, etc.

The Council entered upon the year 1904 with a cash surplus of £39,173. This surplus was largely absorbed (1) by an amount of £19,121 charged against it for the purposes of meeting a deficiency in the sinking fund of the £200,000 Streets Loan, (2) by an advance of £6,995 to the Electric Lighting Account to ease the financial strain of its first year's working, and (3) a cash surplus of £9,375 was carried forward into 1905. After deducting these three sums from the surplus of £39,173, there remains an amount of £3,682, which was absorbed in the ordinary workings of the year 1904, and represents, therefore, the amount of the excess of the ordinary expenditure over the normal revenue for the year.

The above-mentioned deficiency of £19,121 in the sinking fund of the Streets Loan, which had to be provided for upon the maturity of the loan last July, was due mainly to an inadequate provision for the yearly instalment to be paid towards such fund, which resulted in a shortage of £14,726. A further deficiency was caused by the depreciation of the market for funded stocks, in which a large portion of the sinking fund, namely, £71,274, was then invested. For the purpose of diminishing the loss which would result from a forced sale in such a market, the Council purchased £54,023 of this stock at its face value, employing in the purchase certain realisable credits of other sinking funds and accounts, and at the same time opened a deficiency account, to which an annual sum of £1,049 is carried from the City Fund, and which will be distributed over the depreciated stock so as to ultimately bring the stock up to its face value. By the redemption of this loan the Council got rid of its last remaining five per cent. loan, and the interest on debentures now uniformly runs at the rate of four per cent. or less, with the exception of a small six per cent. Town Hall loan of £35,000, which matures on the 1st January, 1906.

The Council had the authority of Parliament to issue a quarter of a million pounds in debentures in connection with the Electric Lighting Scheme, but the Finance Committee recommended the Council to limit the issue to the amount actually required at present, and £176,700 was then placed upon the market. The greater portion of the debentures were allotted to the public at the average price of £98 7s, an unallotted portion of £75,000 being taken up by the Bank of New South Wales at 99 per cent. The whole of the City Accounts were at this time, by arrangement, handed over to this Bank.

The second series of the Streets Loan of 1903, namely, £50,000 at four per cent., were sold direct from the Treasury at par. The Council has reasonable grounds for congratulations upon these results.

The total estimated expenditure for 1905 is £250,107, as against an actual expenditure of £270,702 in 1904. The chief decreases in expenditure are due to the absence of the extraordinary payments, already referred to, and totalling £26,116, made to the Streets Loan Sinking Fund and to the Electric Lighting Account. An increase of expenditure was rendered necessary by the Council taking over Hyde, Phillip, and Cook Parks, an amount of £3,000 being estimated on this account. The Council pressed the Government to bear its share of the

extraordinary expenditure required to restore the parks from the untidy and disordered state into which they had fallen under the lately existing conditions, but were unsuccessful.

An amount of £3,000 is estimated for the erection of horse yards at Flemington, adjacent to the Cattle Saleyards. This proposal has been contemplated by the Council for some years, and during 1904 the question was revived by a deputation to the Lord Mayor, who explained the advantages to be derived by the public, and pointed out that the return to the Council would well repay the outlay. The Lord Mayor then promised to have the matter considered among the estimates for 1905.

The remainder of the expenditure consists largely of fixed charges and of amounts required for necessary works, the majority of the figures corresponding generally with the details of expenditure for 1904. The estimated cost has in all cases been considered and approved by the appropriate committees entrusted with the carrying out of the works required.

The Council lately decided to ask Parliament for power to absorb the Borough of Camperdown as a ward of the City, and it has been estimated that an extra burden will thereby be cast upon the City Revenue; but as it seems improbable, owing to the Parliamentary recess and other causes, that a material amount, if any, will be required this year, no sum has been placed on the estimates for this purpose.

To sum up, the estimated Receipts and Expenditure for the year 1905 are as follows:—

ESTIMATED RECEIPTS.					
Finance Committee's Estimates (including rate at 1s 9d in the £)	..	..	..	..	£233,303
Works Committee's Estimates	..	..	..	..	5,375
Health Committee's Estimates	..	..	..	..	6,858
Total Estimated Receipts from all sources	..				<u>£245,536</u>
ESTIMATED EXPENDITURE.					
Finance Committee's Estimates	..	..	..	..	£121,817
Works Committee's Estimates	..	..	..	..	54,194
Electric Lighting Committee—Public Lighting Estimates					19,403
Health Committee's Estimates	..	..	..	..	54,693
Total Estimated Expenditure	..	..	..	..	<u>£250,107</u>
Total Estimated Receipts	..	..	..	..	<u>245,536</u>
Balance Estimated Deficiency	..	..	..	..	<u>£4,571</u>

The rate for 1901 was 2s; for 1902, 1s 10d; for 1903 and 1904, 1s 9d; the policy of the Council having been to live within its income from year to year, to ascertain from the responsible Committees the reasonable requirements of the City, and strike a rate to satisfy them and to adhere as closely as possible to such estimates.

The Finance Committee accordingly recommended that the rate should be fixed for the year 1905 at 1s 9d in the pound, and this recommendation was approved and confirmed by the Council.



As will be observed, it is estimated that the rate of 1s 9d will result in a small deficit, but the imposition of another penny would cover the shortage twice over, and it may be that the Council by economical finance may reduce or remove the estimated deficiency, and every effort will be made in this direction.

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#### FINANCIAL—CASH LIABILITIES AND ASSETS, 1900-1904.

The following statement of the Cash Assets and Cash Liabilities of the Council for the years 1900, 1901, 1902, 1903, and 1904 is submitted for purposes of comparison and reference, seeing that numerous applications for information of this kind are received during the course of the year :—

##### 1900. CASH LIABILITIES :

Debenture Debt .. ..	£1,410,000	0	0	
Bank Balances and Sundries payable at call ..	153,178	4	7	
				£1,563,178 4 7

##### CASH ASSETS :

Bank Balances and Sinking Fund .. ..	335,753	17	5	
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Nett Cash Liability at 31st December, 1900	£1,227,424	7	2	
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##### 1901. CASH LIABILITIES :

Debenture Debt .. ..	£1,570,000	0	0	
Bank Balances and Sundries payable at call ..	26,308	2	11	
				£1,596,308 2 11

##### CASH ASSETS :

Bank Balances and Sinking Fund .. ..	344,963	2	10	
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Net Cash Liability at 31st December, 1901 ..	£1,251,345	0	1	
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##### 1902. CASH LIABILITIES :

Debenture Debt .. ..	£1,535,000	0	0	
Bank Balances and Sundries payable at call ..	20,357	10	2	
				£1,555,357 10 2

##### CASH ASSETS :

Bank Balance and Sinking Fund .. ..	344,994	11	5	
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Nett Cash Liability at 31st December, 1902 ..	£1,210,362	18	9	
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##### 1903. CASH LIABILITIES :

Debenture Debt .. ..	£1,585,000	0	0	
Bank Balances and Sundries payable at call ..	61,261	10	4	
				£1,646,261 10 4

##### CASH ASSETS :

Bank Balances and Sinking Fund .. ..	422,744	10	11	
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Nett Cash Liability at 31st December, 1903 ..	£1,223,516	19	5	
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## 1904. CASH LIABILITIES :

Debenture Debt ..	£1,590,000	0	0
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Bank Balances and Sundries payable at call ..	22,303	18	8
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	£1,612,303	18	8
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## CASH ASSETS :

Bank Balances and Sinking Fund .. ..	240,518	5	1
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Nett Cash Liability at 31st December, 1904 ..	£1,371,785	13	7
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In submitting the foregoing statement and making comparisons with previous years it must be borne in mind that the conditions at the end of 1904 are somewhat dissimilar to those existing at the end of previous years. Whilst it is but right and proper that the whole of the cash liabilities at a given date should be summarised, it must not be forgotten that the loan relating to the Electric Lighting undertaking is in a different position to any other loan issued by the Council. The Electric Lighting undertaking is a purely business or commercial undertaking governed by an Act of Parliament quite separate and distinct from the Sydney Corporation Act. During the year 1904 a sum of £155,000 was borrowed on account of the Electric Lighting undertaking and a sum of £5,816 5s 1d was at credit at the end of the year. Taking these figures, therefore, into consideration so as to enable a comparison to be made with the position in previous years when treated on exactly similar lines, the nett cash liability at 31st December, 1904, was £1,222,601 18s 8d, compared with £1,223,516 19s 5d, the nett cash liability at 31st December, 1903.

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## WARD REVENUE AND EXPENDITURE.

The following statement shows the total rate revenue received from each Ward, the actual expenditure in repairs, maintenance, and general works in each Ward, and, for purposes of comparison, the percentage of actual expenditure to revenue in each Ward for each of the last four years, 1901, 1902, 1903, and 1904 :—

YEAR ENDED 31ST DECEMBER, 1901.								Percentage of Actual Expenditure to Revenue.
Ward.	Revenue.			Expenditure.				
	£	s.	d.	£	s.	d.		
Belmore .. ..	8,171	5	3	4,451	5	1	54·5	
Bligh .. ..	10,000	9	10	8,738	9	10	87·4	
Bourke .. ..	41,598	14	3	8,007	7	10	19·2	
Cook .. ..	6,945	4	0	4,312	16	2	62·1	
Denison .. ..	9,211	11	9	8,437	19	4	91·6	
Fitzroy .. ..	12,347	0	5	8,063	7	2	65·3	
Flinders .. ..	9,745	16	6	10,106	15	0	103·7	
Gipps .. ..	10,123	12	3	2,778	18	5	27·5	
Lang .. ..	32,280	4	7	6,329	7	8	19·6	
Macquarie .. ..	25,930	1	3	8,615	6	8	33·2	
Phillip .. ..	13,305	14	9	6,548	14	6	49·2	
Pymont .. ..	7,505	17	9	4,390	10	5	58·5	
Total .. ..	£187,165	12	7	£80,780	18	1	43·16	

## YEAR ENDED 31ST DECEMBER, 1902.

Ward.	Revenue.			Expenditure.			Percentage of Actual Expenditure to Revenue.
	£	s.	d.	£	s.	d.	
Belmore .. ..	7,475	3	2	3,055	11	6	40·8
Bligh .. ..	10,439	7	4	5,556	5	6	53·2
Bourke .. ..	39,551	18	8	4,813	14	0	12·1
Cook .. ..	6,468	15	10	2,603	0	5	40·2
Denison .. ..	8,690	1	6	3,329	18	8	38·3
Fitzroy .. ..	11,260	12	4	3,917	1	9	34·7
Flinders .. ..	9,164	3	4	4,398	7	1	48·0
Gipps .. ..	9,281	5	1	2,083	4	8	22·4
Lang .. ..	31,358	19	2	5,282	10	11	16·8
Macquarie .. ..	25,663	5	0	3,481	12	2	13·5
Phillip .. ..	12,354	2	3	4,216	11	10	34·1
Pymont .. ..	6,625	14	0	3,468	15	8	52·3
Total .. ..	<u>£178,333</u>	<u>7</u>	<u>8</u>	<u>£46,206</u>	<u>14</u>	<u>2</u>	<u>25·9</u>

## YEAR ENDED 31ST DECEMBER, 1903.

Ward.	Revenue.			Expenditure.			Percentage of Actual Expenditure to Revenue.
	£	s.	d.	£	s.	d.	
Belmore .. ..	7,737	6	11	3,362	17	7	43·4
Bligh .. ..	9,891	14	1	5,905	1	0	59·7
Bourke .. ..	38,944	4	9	3,859	9	2	9·9
Cook .. ..	6,650	2	4	4,110	18	10	61·8
Denison .. ..	8,842	4	11	3,229	15	9	36·5
Fitzroy .. ..	11,471	11	0	3,354	15	10	29·2
Flinders .. ..	9,532	11	7	6,120	1	8	64·1
Gipps .. ..	10,148	11	0	2,716	4	7	26·7
Lang .. ..	31,326	9	2	3,812	8	3	12·1
Macquarie .. ..	24,820	17	11	3,532	17	8	14·2
Phillip .. ..	13,360	0	7	5,109	16	7	38·2
Pymont .. ..	6,832	3	7	3,716	17	5	54·4
Total .. ..	<u>£179,557</u>	<u>17</u>	<u>10</u>	<u>£48,831</u>	<u>4</u>	<u>4</u>	<u>27·19</u>

## YEAR ENDED 31ST DECEMBER, 1904.

Ward.	Revenue.			Expenditure.			Percentage of Actual Expenditure to Revenue.
	£	s.	d.	£	s.	d.	
Belmore .. ..	7,488	8	11	2,949	15	9	39·4
Bligh .. ..	9,713	3	6	4,986	9	5	51·3
Bourke .. ..	38,734	14	10	3,903	12	5	10·0
Cook .. ..	6,412	19	0	4,136	18	0	64·5
Denison .. ..	8,496	3	6	4,007	10	10	47·2
Fitzroy .. ..	11,030	15	0	4,991	8	8	45·2
Flinders .. ..	9,119	14	1	7,221	13	8	79·2
Gipps .. ..	9,065	16	1	2,704	9	8	29·8
Lang .. ..	31,771	16	8	5,643	13	9	17·7
Macquarie .. ..	25,597	2	4	4,101	15	10	16·0
Phillip .. ..	12,634	19	10	4,097	15	3	32·4
Pymont .. ..	6,402	16	3	4,781	7	7	74·6
Total .. ..	<u>£176,468</u>	<u>10</u>	<u>0</u>	<u>£53,526</u>	<u>10</u>	<u>10</u>	<u>30·33</u>

### DEBENTURE ISSUE—ELECTRIC LIGHTING LOAN.

In February, 1904, the Council invited tenders for £250,000 of debentures to be issued under the authority of the Electric Lighting Act, which enables the Council to light the streets and public and private places of the City with electric light, and also places outside the City subject to certain conditions, and to exercise all powers necessary for such purposes, and for the generating and supply of electric power.

Under the provisions of the Act the Council is empowered to raise the moneys authorised by the sale of debentures to be issued in such series and at such times and in such manner as the Council shall think fit, and that all such debentures shall have a currency not exceeding twenty-five years, and shall bear interest at a rate not exceeding four pounds per centum per annum. Agreeably to such provisions the Council determined that the debentures shall have a currency of twenty-five years, and that the interest payable thereon should be at the rate of four pounds per centum per annum.

Altogether twenty-eight tenders for the £250,000 of debentures were received. Three of these were at a premium, eleven at par, and fourteen represented an average discount of £98 16s. The amount subscribed was quite adequate to meet the requirements of the undertaking and to complete the scheme at its present magnitude. The Council decided not to seek the immediate covering of the balance of the loan, but arrangements were made so that the balance would be issued from time to time in accordance with the Council's requirements. The nett cost of the loan, it may be stated, worked out at £4 1s 10d.

Considering the circumstances and the fact that the local money market had been recently drained, especially by the West Australian Government with its borrowing of £370,000 on highly advantageous and favourable terms, the Council did very well. Furthermore, it is but right to point out that the Council's debentures were on the market at the same time as the New South Wales and other Governments, and at a time when many investors could not break their deposits or realise other securities without loss of interest. Making allowance, therefore, for the unfavourable time at which the Council was obliged to go on the market for the new loan, and the large amount required, the result was highly satisfactory.

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### CITY COUNCIL DEBENTURES—TRUSTEES' SECURITIES.

During the course of the general debenture flotations, which passed through the hands of the City Treasurer last year, representations were made to the effect that it frequently happened that the hands of the trustees having trust moneys to invest are so tied and restricted they incur considerable risk by investing in other than Government securities, and as a wider field would be of advantage both to the investor and the Council, the City Treasurer suggested that the Council should take such steps as might on consideration be deemed necessary to have City debentures authorised and approved by Parliament as trustees' securities. As an instance of the disadvantage occurring in the present state of the law, which does not recognise City debentures as trustees' securities, it may be mentioned that one parcel of the Streets Loan, amounting to £6,000, was lost to the Council through the restriction placed on the



investment of trust moneys. The trustees in this instance personally preferred City debentures, but on consulting their solicitors they were advised that they could only purchase City debentures on their own personal responsibility, and being trustees they were not prepared to take the slightest risk.

On the matter coming before the Finance Committee I reported that the English rule governing the investment of trust moneys is that in all cities and boroughs with a population of fifty thousand, trust moneys may be legally invested in Corporation debentures and stock, and trustees are authorised to make such investments accordingly. I strongly endorsed the recommendation made by the City Treasurer, which was approved by the Finance Committee, and subsequently adopted and confirmed by the Council.

On conferring with the City Solicitor as to the steps to be taken to bring about the desired result, he intimated that the investment of Trust Funds is at present regulated by Section 4 of the Trustee Act, 1898, and advised that the proper way, in his opinion, to carry out the proposed extension of the powers of investment to include securities of the Council is by an amendment of Section 4 referred to. With this object in view, the City Solicitor accordingly suggested that the Government should be asked to bring in a bill amending the Trustee Act on the lines suggested. A communication was accordingly forwarded to the Chief Secretary in July last, but owing to the change of Government nothing further was done in the matter. Representations will, however, be made to the Hon. J. A. Hogue, M.L.A., Chief Secretary, at an early date, and, it is hoped, with good results.

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#### RATEABLE VALUE AND RATES.

The accompanying statement furnishes useful and interesting information relative to the assessed value of City properties, with the amount of the rate in the pound and the rate revenue receivable for the decade ending 31st December, 1904 :—

Year.	Rateable Value. £	Rate in £.		Rate Revenue Receivable.		
		s.	d.	£	s.	d.
1895	2,124,942	1	4	141,662	16	0
1896	1,976,500	1	4	131,766	13	4
1897	1,948,489	1	4	129,899	5	4
1898	1,940,786	1	4	129,385	14	8
1899	1,933,067	1	4	128,871	2	8
1900	1,930,345	1	6	144,775	17	6
1901	1,951,649	2	0	195,164	18	0
1902	2,015,780	1	10	184,779	16	8
1903	2,062,600	1	9	180,477	10	0
1904	2,019,309	1	9	176,689	10	9

It will be observed that the foregoing figures show a considerable decrease in rateable value for the year 1904 as compared with the year 1903. Prior to the sittings of the Appeal Court held in the early part of the year the total assessed value of rateable property amounted to £2,091,517, the rate revenue receivable on this assessment at 1s 9d in the pound being £183,007 14s 9d. This assessment, however, has been

reduced by £72,208, representing £6,318 4s in rate revenue, made up as follows :—Harbour Trust Assessments written off for various reasons, £15,427 ; Harbour Trust Assessments reduced under agreement, the premises being occupied for trading purposes, £29,630 ; and Commonwealth Government Assessments, namely, Post Offices and Defence properties exempt under the decision of the Federal High Court, £27,151.

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### CITY ASSESSMENT.

The total number of appeals made against the General City Assessment made in 1903 in respect of which notices were received was 317, representing 117 appellants, compared with 385 and 157 respectively for the year 1902. The aggregate assessment represented by appeals amounted to £36,537, which at 1s 9d in the pound, the rate levied for last year, represented a product of £3,196 19s 9d, which was reduced by friendly appeal as agreed upon by the appellants in conference with the City Assessor and subsequently confirmed and allowed by the Appeal Court held on the 24th February, 1904, his Honor Judge Rogers presiding, together with appeals not sustained owing to the non-appearance of the appellants at the Court, to £30,326.

This sum at 1s 9d in the pound, the rate for the past year, gives £2,653 10s 6d, or a reduction in the amount realisable by the City Rate of £543 9s 3d.

In connection with the Supplementary Assessment, the Appeal Court was held on the 11th April, 1904, and was presided over by His Honor Judge Rogers, who confirmed the assessments which had been reduced on friendly appeal as agreed upon by the appellants in conference with the City Assessor, together with the appeals which were not sustained by reason of the non-appearance of appellants at the Court. The total number of appeals against the Supplementary Assessment was 31, representing 17 appellants, against an aggregate assessment value of £11,318, which produced at 1s 9d in the pound £990 6s 6d. The amount as reduced and confirmed by the Court was £10,741, which at 1s 9d in the pound produced £939 16s 9d, the difference being £577, which at 1s 9d in the pound produced £33 8s 6d.

The aggregate amount of the Supplementary Assessment for 1904 amounted to £102,199, which was reduced by exempted properties, £2,263, to £99,936, as against the old general assessment superseded by the Supplementary Assessment and amounting to £64,231, thus increasing the assessment, subject of course to the right of appeal, by £35,705. This amount was subsequently reduced, as previously stated, by £6,788, namely, £6,211 in respect of the General Assessment and £577 in respect of the Supplementary Assessment, leaving a nett increase on the General and Supplementary Assessments combined for 1904 of £28,917, which at 1s 9d in the pound produces £2,530 4s 9d increased rate revenue.

The exemptions represent land and offices belonging to the Sydney Harbour Trust, £1,750 being in Bourke Ward, £165 in Gipps Ward, and £247 in Lang Ward, and a hall in Cook Ward used for religious purposes, £101.

The following table shows the number of old properties superseded in each Ward for the year and the rateable value of such properties, and the number of new assessments in each Ward for the year and the rateable value of such properties :—

Ward.	Number of Properties Superseded.	Rateable Value.	Number of New Properties.	Rateable Value.
Belmore	.. 18	£1,714	17	£3,384
Bligh	.. 25	990	42	2,142
Bourke	.. 44	22,063	44	29,032
Cook	.. 45	918	43	1,909
Denison	.. 32	2,581	16	4,072
Fitzroy	.. 13	421	24	1,947
Flinders	.. 46	3,368	46	4,757
Gipps	.. 5	397	15	226
Lang	.. 80	7,896	51	13,744
Macquarie	.. 49	15,429	51	25,451
Phillip	.. 89	8,354	57	10,775
Pymont	.. 31	2,100	21	2,497
Total	.. <u>477</u>	<u>£64,231</u>	<u>427</u>	<u>£99,936</u>

The number of new properties includes new buildings erected, additions to old properties and land rated in lieu of buildings demolished. It will be observed that all the wards, with the exception of Gipps Ward, show a substantial increase in rateable value.

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#### RATES—FEDERAL GOVERNMENT PROPERTIES.

As intimated in my last Annual Report, the important question of the liability of the Commonwealth Government to pay City rates on transferred properties had remained undetermined owing to the delay in constituting the Federal High Court. Upon the constitution of the High Court, the Council decided to take action upon a special case submitted for the opinion of the Court in April last year.

The special case stated in pursuance of order twenty-nine of the rules of Court set out that on and since the establishment of the Commonwealth certain buildings situate in the City of Sydney, namely, the Customs House, the General Post Office, and certain other post offices and buildings used exclusively in connection with the Department of Naval and Military Defence, became vested in the Commonwealth. The Commonwealth was established on January 1st, 1901, and the Departments of Posts, Telegraphs and Telephones, and Naval and Military Defence, were transferred on 1st March, 1901, and since then the buildings are and always have been occupied by the defendant for the purpose of the public service of the Commonwealth. The City Council contended that these buildings are and have always been since their vesting in the Commonwealth rateable property within the meaning of Section 103 of the Sydney Corporation Act, 1879, and of Section 110 of the Sydney Corporation Act, 1902, and that by virtue of and in compliance with the statutes mentioned, the Council was and is entitled to be paid rates thereon by the Commonwealth. The defendant Commonwealth on the other hand disputed all liability to pay the rates or any part thereof.

It was admitted that if the Commonwealth was liable for the rates, all conditions precedent necessary under the Sydney Corporation Acts for the recovery of the rates had been complied with by the Council. The parties to the case signed a memorandum to the effect that should the judgment of the Court be given for the Council, on such judgment being given the sum of £7,987 5s 9d should be paid by the Commonwealth, with costs of the cause, and that should the judgment of the Court be given in favour of the Commonwealth, the costs of the case should be paid by the Council to the Commonwealth. The question for the opinion of the Court was briefly whether the Commonwealth was liable for the said rates.

The State Attorney-General (Mr. B. R. Wise, K.C.), Mr. J. H. Want, K.C., and Mr. Edmunds, instructed by Mr. P. S. Dawson, City Solicitor, appeared for the City Council; and Mr. Drake, the Federal Attorney-General, Dr. Cullen, and Mr. J. J. Cohen, instructed by Mr. C. Powers, Federal Crown Solicitor, appeared for the Commonwealth of Australia.

After lengthy argument before the High Court, the Chief Justice (Sir Samuel Griffith), in giving the decision of the Court, said: In this action the Municipal Council of Sydney claimed to recover from the Commonwealth municipal rates in respect of land situated within the City of Sydney and occupied by the defendants for the purposes of the Departments of Customs, Posts and Telegraphs, and Defence, the land having become vested in the defendants by virtue of Section 85 (1) of the Constitution upon the transfer of these departments to the Commonwealth. The defendants claimed that the rates in question, which were made since the date of transfer, were within the prohibition of Section 114, which provided that "a State shall not, without the consent of the Parliament of the Commonwealth, impose any tax on property of any kind belonging to the Commonwealth." For the plaintiffs it was contended, first, that a municipal rate was not a tax within the meaning of Section 114, and, secondly, that if it was, the provision of the Sydney Corporation Act, 1879, by which Crown lands were expressly declared to be liable to rates, was continued in force by Section 108 of the Constitution until the Parliament of the Commonwealth should think fit to legislate in a contrary sense, when, it was said, the provisions of Section 109 of the Constitution would come into operation, and the State law, being inconsistent with the Federal law, would cease to have effect. No such Federal law had yet been passed. There could be no doubt that the right of taxation was a right of sovereignty. It might be exercised upon all persons and in respect of all property within the jurisdiction of the sovereign power which exercised it. It followed that if the authority which assumed to create such a delegation did not itself possess the power, the delegation was void, since the spring could not rise higher than the source. In a constitutional instrument defining and limiting the powers of constitutional authorities the word "tax" must be construed in the wider sense, and a prohibition of the imposition of a tax must be held to include a prohibition of any such imposition by a delegated authority, by whatever name the tax was called. It was manifest from the whole scope of the Constitution that just as the Commonwealth and the States were regarded as distinct and separate sovereign bodies, with sovereign powers limited only to the ambit of their authority under the Constitution, so the Crown, as representing



those several bodies, was to be regarded not as one, but as several juristic persons, to use a phrase which would express the idea. The term "Crown" as used in the Sydney Corporation Act must be taken to mean the Crown in its capacity as representing the State of New South Wales. The argument, therefore, sought to be founded upon the assent of the Crown given through the Governor of New South Wales to the taxation of Crown lands failed, since land vested in the Commonwealth or the Crown in right of the Commonwealth was not Crown land within the meaning of the Sydney Act. If the tax was considered merely as a tax upon the Commonwealth, regarded as a juristic power, or upon the officers as persons—a view which he thought erroneous—other considerations would arise. In that view the question for decision would be whether a State or a delegated authority within a State had power to affect the Commonwealth or its officers in the performance of the duties cast upon them by the Constitution, or by the laws of the Commonwealth. The answer to this question depended upon the further question whether, under the Constitution of the Commonwealth, the jurisdiction of the States extended to the Commonwealth, regarded as a juristic person, or to the officers in the performance of their duties as such officers. On this point his opinion was sufficiently expressed in the judgment in the case of *D. Emden v. Pedder*. For these reasons he was of opinion that the rates sought to be recovered in this action were taxes within the meaning of Section 114 of the Constitution, that they were taxes imposed upon property, and that the imposition of them upon property of the Commonwealth was prohibited by the express words of Section 114 of the Constitution. He was of opinion, further, that Section 110 of the Sydney Act should be construed as not applying to the lands in question. Judgment must therefore be given for the defendants.

Mr. Justice Barton said he strongly concurred in the judgment of the Chief Justice. He referred to a suggestion which came from the Attorney-General of New South Wales, who rather disputed the applicability in point of reason to our circumstances of some of the opinions of the American jurists on questions of the interpretation of constitutional enactments. Mr. Wise pointed out that in some judgments reference was made to the possible consequences of decisions which would give license to invasions of the sphere of the Federal Government, consequences which might amount to the dissolution of the American Union. Mr. Wise inferred that the judgments of the time were given in fear that contrary decisions might bring about that result, with its dread attendant in the shape of civil war. Attentive perusal of the great deliverances would dispel the notion that consequences which were pointed out as possible were the impelling reason of the utterances. In discussing questions of the relative powers of the Union and the States, the exposition of their constitution by American jurists, whether in their judgments or their commentaries, had always been founded on the principles of construction, which had been equally adopted as guides by British lawyers.

Mr. Justice O'Connor, while entirely concurring with the Chief Justice, desired to add a few observations regarding Section 114 of the Constitution, upon the true interpretation of which the whole case, in his opinion, turned. It was contended by the plaintiffs that notwithstanding the establishment of the Commonwealth, the liability to be

rated and to pay rates to the Municipal Council continued as before. The defendants, on the other hand, contended that when the lands and buildings became vested in the Commonwealth the liability to be rated by the Sydney Municipal Council came to an end. The defendants' case rested mainly on section 114 of the Constitution, which they asked the Court to interpret broadly as a direct prohibition against the levying of any tax or rate upon the Commonwealth property by a State, or by any authority established or authorised by the statutes of a State. The plaintiffs, on the other hand, urged that a much more restricted interpretation should be placed upon the section, that the prohibition was only against any action of the State itself or the Parliament of the State in imposing taxation for the purposes of government. The section might in strictness bear either interpretation if one looked merely at the words. But to get at the real meaning they must go beyond that; they must examine the contract, consider the Constitution as a whole and its underlying principles, and any circumstances which might throw light upon the object which the Convention had in view when they embodied it in the Constitution. From the very nature of the Constitution and the relation of the States and Commonwealth in the distribution of powers, it became necessary to provide that the sovereignty of each within its sphere should be absolute, and that no conflict of authority within the same sphere should be possible. The material words of the section were:—"A State shall not, without the consent of the Parliament of the Commonwealth, impose any tax on property of any kind belonging to the Commonwealth." It has been urged that, because the prohibition was against a State, and the word "tax" only was used, the section could not apply to a rate levied by a municipality. The section would indeed fall short of its object if it prohibited only taxation directly imposed by a State Act of Parliament, and left Commonwealth property open to taxation by a municipality or any other agency which the State Parliament might choose to invest with power of taxation. But no such restricted interpretation was necessary or reasonable. The State, being the repository of the whole executive and legislative powers of the community, might create subordinate bodies such as municipalities, hand over to them the care of local interests, and give them such powers of raising money by rates or taxes as might be necessary for the proper care of those interests. But in all cases those powers were exercised by the subordinate body as agent of the power that created it. The prohibition against the State imposing taxation on Commonwealth property was the most comprehensive form of prohibition that could be used, and if they were to have regard to the circumstances within the knowledge of the Convention and the evident object and purposes of the section, it must be taken that the prohibition extended not only to taxation by a State for purposes of general government, but also to taxation by any agency under the authority of the State and deriving its power to levy taxation from the Parliament of the State. To hold otherwise would be to declare that a State might do indirectly what it could not do directly.

Judgment was therefore given for the Commonwealth, with costs.

Mr. Want applied for leave to appeal to the Privy Council against the judgment of their Honors. He asked for a certificate under Section 74 of the Federal Constitution that the question was one that ought to be determined by His Majesty in Council. He pointed out that the case did not come before them by way of an appeal, and that they had not had the

benefit of the decision of another Court. In addition to that the judgment was largely founded on American cases, as affecting the Constitution Act, and that was a state of affairs that had arisen for the first time. It was desirable that they should have the opinion of the Privy Council as to what way these cases should be taken into consideration.

The Chief Justice said that the Court might, if it was satisfied that there were special reasons, grant a certificate to appeal. It was intended that the Court might be satisfied that there was some special reason, but he had listened to counsel in vain to hear one. Counsel had not suggested any but general reasons. He was not satisfied that there were special reasons for granting leave to appeal to the Privy Council.

Leave to appeal was accordingly refused—a decision received with much regret under the circumstances.

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### DEPARTMENTAL SERVICE—OFFICERS AND EMPLOYEES

Numerous enquiries having been made with regard to the number of staff officers, non-staff officers, and employees in the service of the Council, I submit the following particulars for the information of the Council :—

Department.	Branch.	Staff Officers.	Non-Staff Officers.	Em- ployees.	Total
Town Clerk..	Town Clerk's Office	5	9	7	
	City Solicitor ..	1	—	—	
	City Assessor ..	2	—	—	
	General Auditor ..	1	1	—	
	City Organist ..	1	1	—	
	Sydney Common and Reserves ..	1	—	14	43
City Treasurer ..	City Treasurer ..	9	8	—	17
City Surveyor ..	Survey Branch..	7	2	—	
	Streets Maintenance ..	5	1	130	
	Paving ..	—	3	33	
	City Cleansing ..	5	1	317	
	Refuse Destructor and Tip ..	—	—	22	526
City Electrical Engineer ..	Electric Lght Depart- ment ..	6	5	41	
	Trenches ..	—	—	26	78
City Building Surveyor ..	City Building Surveyor	4	4	33	41
City Health Officer ..	City Health Officer ..	15	5	16	36
Superintendent of Corpora- tion Assets ..	Superintendent of Cor- poration Assets Office	4	2	1	
	Stores ..	2	3	6	
	Small Stock Yards ..	1	—	3	
	Baths ..	—	2	—	
	Queen Victoria Markets	1	11	18	
	Belmore Markets ..	1	—	10	
	Fish Markets ..	1	—	10	
	City Conveniences ..	—	—	12	
	Homebush Sale Yards..	1	—	3	82
		—	—	—	—
Total ..		73	48	702	823

## SALARIES.

The following statement shows the amount paid in salaries for the year 1904, with the charges against the City Fund, the Public Markets Revenue Account, the Cattle Sale Yards Revenue Account, and the Electric Lighting Revenue Account respectively :—

	City Fund.			Public Markets Revenue Acct.			Cattle S. Yards Revenue Acct.			Electric Lighting Revenue Acct.			Total.		
	£	s.	d.	£	s.	d.	£	s.	d.	£	s.	d.	£	s.	d.
January ..	1,118	15	0	52	1	8	28	6	8	66	13	4	1,335	16	8
February ..	1,118	15	0	52	1	8	28	6	8	66	13	4	1,335	16	8
March ..	1,298	15	0	56	6	8	28	6	8	84	5	4	1,469	13	8
April ..	1,252	1	8	54	3	4	28	6	8	81	5	0	1,415	16	8
May ..	1,312	15	0	54	3	4	28	6	8	81	5	0	1,476	10	0
June ..	1,312	15	0	54	3	4	28	6	8	81	5	0	1,476	10	0
July ..	1,373	8	4	54	3	4	28	6	8	92	11	0	1,548	9	4
August ..	1,373	8	4	54	3	4	28	6	8	106	5	0	1,562	3	4
September ..	1,373	18	4	54	3	4	28	6	8	125	2	9	1,581	11	1
October ..	1,375	1	8	54	3	4	28	6	8	164	11	8	1,622	3	4
November ..	1,376	15	0	54	3	4	28	6	8	164	11	8	1,623	16	8
December ..	1,376	15	0	54	3	4	28	6	8	164	11	8	1,623	16	8
Total ..	£15,803	3	4	£650	0	0	£340	0	0	£1,279	0	9	£18,072	4	1

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## WAGES.

The following statement shows the amount paid in wages for the year 1904 :—

Week ending.	Wages.			Week ending.	Wages.		
	£	s.	d.		£	s.	d.
4th January ..	1,525	8	7	4th July ..	1,715	19	11
11th January ..	1,575	3	11	11th July ..	1,693	14	8
18th January ..	1,685	12	11	18th July ..	1,684	8	7
25th January ..	1,746	0	9	25th July ..	1,750	2	2
1st February ..	1,717	7	10	1st August ..	1,713	3	0
8th February ..	1,753	17	4	8th August ..	1,702	10	6
15th February ..	1,909	14	5	15th August ..	1,709	12	11
22nd February ..	1,998	6	6	22nd August ..	1,732	5	9
29th February ..	1,966	13	1	29th August ..	1,843	8	5
7th March ..	2,054	1	7	5th September ..	1,777	15	8
14th March ..	2,132	0	7	12th September ..	1,765	11	9
21st March ..	2,085	1	9	19th September ..	1,759	9	8
28th March ..	2,128	14	4	26th September ..	1,810	9	1
4th April ..	1,859	7	1	3rd October ..	1,780	17	11
11th April ..	1,938	2	8	10th October ..	1,779	11	10
18th April ..	2,152	3	6	17th October ..	1,782	17	5
25th April ..	2,143	3	4	24th October ..	1,838	18	2
2nd May ..	1,831	3	3	31st October ..	1,827	3	4
9th May ..	2,161	7	5	7th November ..	1,853	19	10
16th May ..	2,150	18	1	14th November ..	1,818	12	2
23rd May ..	2,129	6	0	21st November ..	1,820	0	0
30th May ..	1,888	7	8	28th November ..	1,853	11	7
6th June ..	2,082	3	5	5th December ..	1,812	17	2
13th June ..	2,062	18	11	12th December ..	1,807	17	3
20th June ..	1,906	0	11	19th December ..	2,092	14	4
27th June ..	1,871	3	5	26th December ..	1,980	2	7



The total amount paid in wages last year was £97,162 4s 11d, the average weekly payment being £1,868 10s 1d.

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#### AUDIT—BELMORE MARKETS.

Information having been requested with respect to the system of audit in operation at the Belmore Markets, I deemed it my duty to accompany the General Auditor on a surprise visit, when everything was found to be in excellent order, and the books and accounts well kept and up to date. Generally speaking, the detailed method pursued in checking and auditing is as follows :—Books of official receipt tickets, comprising two hundred and fifty in each and numbered consecutively, are issued from the General Auditor's office, and signed for by the recipient, the Clerk of the Markets, in the Receipt Register kept by the General Auditor. These tickets, which are of face value of the following denominations, namely, one shilling, one shilling and sixpence, two shillings, three shillings, and ten shillings, are issued duly dated and signed as official receipts for all dues and rents received. Periodical visits at irregular times, usually once a fortnight, but not on any fixed day or at any definite hour, are made by the General Auditor, who personally examines the Market Dues Register and checks all computations, extensions and additions, etc., and compiles an abstract of all tickets in hand, and balances the register by deducting the total value of tickets in hand from the total value of ticket books issued to the Clerk of the Markets, the balance thus equalling the total collections in hand at the time. The collections are then duly traced to the City Treasury. The payments made by the Clerk into the Treasury are also noted daily at the General Auditor's office. All butts of ticket books are periodically examined and checked off with the General Auditor's Receipt Register and duly cancelled. The Government Auditors have frequently intimated their approval and commendation of the thoroughness of the check and audit at the Belmore Markets, and have been unable to make any suggestion for improvement. Cash Registers have, however, been suggested by a member of the Finance Committee, and a report on this matter will be submitted in due course.

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#### AUDIT—FISH MARKETS, WOOLLOOMOOLOO.

Questions having been raised during the course of last year with regard to the method of check and audit imposed in connection with the receipts at the Fish Markets, Woolloomooloo, I called for a special report from the General Auditor thereon. From this report it appears that all official Fish Markets receipt books are issued from the General Auditor's office and duly signed for by the recipient in the General Auditor's Receipt Register. Owing to the nature and variety of the business conducted at the Fish Markets, it has been found necessary to have separate receipt forms as follows :—Fish Market dues and rents from tables, troughs, etc. ; goods, ingoing cooling chambers, and cooling chamber dues for use of

lockers, etc. These official receipt forms, which are numbered consecutively, are issued for all dues, rents, etc., received at the Markets, a carbon copy being retained for official use. The system of collection of dues, etc., is such that all receipts are examined and initialled by the Clerk of the Markets as correct before payment is demanded by the officer deputed to collect. The General Auditor visits the Markets periodically without notice to those in charge and carefully examines the books, viz.:—The door books, containing records of incoming fish, the Market dues day book, the Markets rent books in respect of the hire of tables, troughs, etc., the cooling chambers day book in respect to storage and lockers, and cash books and ledger. On these visits the General Auditor compares the carbon copies of receipts with the cash and dues books, checks all computations, extensions, additions, etc., and traces the collections from the originating entries to the cash book and the ledger, and on to the Treasury, and the butts of the receipt books are examined and checked periodically with the General Auditor's Receipt Register and cancelled. It is but right to add that the Government Auditors have repeatedly expressed their approval of the system pursued and the accuracy of the checks imposed upon those responsible and in charge.

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#### AUDIT—HAWKERS' LICENSES.

Enquiries having been made with reference to the system in operation in connection with the issue and checking of receipts on hawkers' licenses, I submit the following particulars as a matter of record for future reference. All hawkers' licenses are issued from the General Auditor's office to the Clerk of the Markets and the Inspector of Hawkers, the respective recipients signing an acknowledgment for the same in the General Auditor's Receipt Register. These licenses, which are of face value, are numbered consecutively and bound in books comprising twenty in each book, and are of the following denominations, namely, sixpence, one shilling, two shillings, five shillings, ten shillings, and twenty shillings. The Clerk of the Markets enters daily into the Hawkers' Licenses Register full particulars of licenses issued at the Markets office, and every second morning, namely, on Mondays, Wednesdays, and Fridays, the inspectors present their books to the Clerk of the Markets, who enters particulars of the licenses issued, receives their collections, and pays the money into the City Treasury on the same day. The General Auditor periodically examines all books, and compares the butts of issued licenses with the register, checking all computations, extensions and additions, and traces the collections from the originating source to the City Treasury. All butts of licenses are periodically examined and checked off with the General Auditor's Receipt Register and cancelled in due course. The Government Auditors have testified to the efficiency of the system adopted.

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#### QUEEN VICTORIA MARKETS BUILDINGS—ADDITIONS.

The additions to the photographic studio in the Queen Victoria Markets Buildings were carried out by extending the premises southward to the extent of about thirty-one feet by the erection of brick walls

enclosing the block on the eastern and southern sides, the former wall being carried off the internal parapet wall of the main roof over the avenue, and the latter being carried off the rolled steel joists, and terracotta lumber forming the ceiling over the second floor. A portion of the additional block is carried up two stories, and the accommodation provided on the lower floor, which communicates with the studio premises by means of a new doorway, consists of three dark rooms and one printing room, each fitted up with water supply, sinks and wastes, and a large spotting room with three skylights over the same. A timber staircase leads to an enlarging room above, also fitted up with water, sink, and waste. The windows to the dark rooms and enlarging rooms have been specially constructed. The internal divisions to the rooms are of timber studding and lining both sides, the floors and roof also being constructed of timber. The roofs are covered with boarding and galvanised corrugated iron. At the southern end a new timber platform has been constructed for printing purposes. The cost of the work, which was carried out entirely by the Council's staff in accordance with approved plans prepared by the City Building Surveyor, was £313, inclusive of the cost of an additional water service.

\* \* \*

#### BELMORE MARKETS—GOVERNMENT GRANT.

The following purports to be a certified copy of the grant to the Municipal Council of Sydney, dated 4th November, 1846, of land between Campbell Street, Hay Street, Pitt Street, and George Street, as a site for a Hay and Corn Market, together with a copy of the *Gazette* notice, dated 10th January, 1865, of Dedication of Land for Market Purposes :—

VICTORIA, by the Grace of God, of the United Kingdom of Great Britain and Ireland, Queen, Defender of the Faith, and so forth. To all whom these presents shall come.—  
Greeting :

KNOW YE, that in order to promote the public convenience of our loyal subjects the inhabitants of the City of Sydney, in our Colony of New South Wales, and their successors, inhabitants of the said City, and in order to provide a hay and corn market in the said City for the use of our said subjects, inhabitants as aforesaid, and in consideration of the quit rent hereinafter reserved, we, of our special grace, have granted, and for us our heirs and successors do hereby grant, unto the Mayor, Aldermen, and Councillors of the City of Sydney and their successors for ever, for the purpose and subject to the conditions, reservations, and provisos hereinafter mentioned, all that piece or parcel of land containing by admeasurement 1 acre 2 roods and 29 perches, be the same more or less, situated in the City of Sydney, Parish of Saint Lawrence, and County of Cumberland ; bounded on the north by the building line of Campbell Street, on the east by the building line of Pitt Street, on the south by the building line of Hay Street, and on the west by the building line of George Street South, being the land

advertised as No. 23 in the Government notice dated 1st August, 1846, together with all the rights, members' privileges, and appurtenances whatsoever to the same belonging or in any wise appertaining, which said piece or parcel of land is intended for, and is hereby by us granted as a site or place for a hay or corn market for the use and convenience of the inhabitants of the said City, to have and to hold the same and every part thereof unto and to the use of the said Mayor, Aldermen, and Councillors of the said City, and their successors, for the purposes, and in manner aforesaid: Yielding and paying therefor yearly unto us, our heirs and successors, the quit rent or sum of one farthing for ever, if demanded, reserving and excepting nevertheless unto us, our heirs and successors, all mines of gold, of silver, and of coal: Provided, nevertheless, and we do hereby expressly declare that this our Royal Grant is and shall be subject to the conditions hereinafter mentioned—that is to say, that the said piece or parcel of land hereby granted, and every part thereof, shall be at all times hereafter set apart, maintained, and used by the said Mayor, Aldermen, and Councillors, and their successors, as and for a hay and corn market for the use and convenience of the inhabitants of the said City for the time being, and for no other purpose whatsoever. Provided also, and we do hereby further declare that if the Corporation of the said City of Sydney shall be dissolved, or by any means become extinct, and be no longer existent, or if the said piece or parcel of land hereby granted, or any part thereof, shall at any time have ceased by the space of three years to be maintained or used as or for such hay and corn market as aforesaid, or in connection therewith, or have been for and during such space used or applied to any other purpose whatsoever than as for a hay and corn market as aforesaid, or shall be alienated or attempted to be alienated in fee simple, or for any less estate or interest to any person or persons whatsoever by the said Mayor, Aldermen, and Councillors (save and except in pursuance of the powers and authorities now vested or hereafter to be vested in the said Mayor, Aldermen, and Councillors, under and by virtue or in pursuance of any Act or Acts of the Governor and Legislative Council of the said Colony of New South Wales now in force, or hereafter to be in force, within the said Colony), it shall be lawful for us, our heirs and successors, by any person or persons duly authorised in that behalf by our Governor for the time being of our said Colony, to re-enter upon the said land or such part or parts thereof as shall so as aforesaid have ceased to be maintained or used as, and for or in connection with such hay and corn market as aforesaid, or shall have been so as aforesaid used and applied to other purposes, or shall have been alienated or attempted to be alienated by the said Mayor, Aldermen, and Councillors as aforesaid, and to hold, possess, and enjoy the same as fully and effectually to all intents and purposes as if this Grant had not been made. In testimony whereof we have caused this our Grant to be sealed with the seal of our said territory.



Witness our trusty and well-beloved Sir Charles Augustus Fitzroy, Knight Companion of the Royal Hanoverian Guelphic Order, our Captain-General and Governor-in-Chief of our said territory and its dependencies, at Government House, Sydney, in New South Wales aforesaid, this 4th day of November, in the tenth year of our reign, and in the year of our Lord one thousand eight hundred and forty-six.

(L.S.)

(Signed) CHAS. A. FITZROY.

## DEPARTMENT OF LANDS,

Sydney, 10th January, 1865.

HIS EXCELLENCY the Governor, with the advice of the Executive Council, has been pleased to dedicate the Crown Lands, hereunder described, to the several public purposes mentioned in connection therewith, an abstract of such intended dedication having been duly laid before Parliament in accordance with the 5th section of the "Crown Lands Alienation Act of 1861."

J. BOWIE WILSON.

Abstract of Crown Lands authorised to be dedicated to Religious and Public Purposes, in accordance with the 5th section of Act 25 Victoria, No. 1.

Place or Town.	County.	Allotment.	Section.	Locality.	Area.	To what purpose dedicated.
Sydney.	Cumberland	..	..	Parish of St. Lawrence, City of Sydney.	a. r. p. 1 2 13	Additional for Market purposes.

Surveyor-General's Office,  
Sydney, 22nd October, 1864.

\* \* \*

### FLEMINGTON CATTLE SALE YARDS—ADDITIONS AND ALTERATIONS TO OFFICES.

With a view to obtaining additional offices at Flemington and isolating the Caretaker's quarters from the office block, it was decided by the Council, on the recommendation of the Finance Committee, to make additions at the north-east corner of the building, and plans and specifications were prepared and tenders invited, the lowest of which was that of Mr. Robert Lightfoot, to whom the contract was let. The additions and alterations consist of two new bedrooms and a dining-room, and alterations to one office carried out in accordance with a plan prepared by the City Building Surveyor. The walls are of brickwork throughout, cement rendered externally; internally the walls and ceilings are plastered. The

roof is constructed of timber, covered with corrugated galvanised iron. The work was commenced on 10th May, 1904, and completed on 1st August, 1904, the total cost being £197 2s 9d.

\* \* \*

### DECORATION OF CENTENNIAL HALL.

The work of cleaning and painting the Centennial Hall, which was commenced at the end of 1903, was satisfactorily completed during the past year. An elaborate system of scaffolding was erected for each side of the hall, extending from the gallery to the ceiling, and a range of platforms for the full width of the hall was suspended from the main roof, trusses and beams for the work on the ceiling. For this purpose a number of openings had to be made in the metal work on the ceiling for the suspension tackle and access of workmen. The zinc ceiling was cleaned down and limed, and painted in two coats of white lead and oil paint, finished to a light cream tint, the main members of the beams, panels and ornament being picked out with gold leaf. The whole of the walls from the ceilings to the floor were cleaned down, painted one coat of priming, stopped and painted three more coats white lead and oil paint, and finished with one coat flat of pale ivory tint, the principal members of the main cornice being treated with gold leaf. The dado round the hall was finished flat and varnished. The organ front was cleaned down and painted two coats; all the existing gold work was well washed, that on the lower portion being re-gilt.

The corridors, crush rooms, and annexes, both sides, on ground and first floors are finished with "pulverite," the ceilings and portions of walls above the impost being treated with one coat, the remainder being finished with two coats of a tint to match the colour in the great hall, the last coat being stippled. The dado is coated with two coats of "pulver glass" paint, so as to admit of easy cleaning. The total cost of this work was £1,500.

The erection of the scaffolding and the whole of the painters' and gilders' work, which is of an exceptionally superior class, was carried out entirely by the Council's staff, and it says much for the care exercised that no serious accident befel any of the workmen while engaged on the works. The work was carried out under the personal direction and supervision of the City Building Surveyor and the Chief Draughtsman.

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### ADDITIONAL OFFICE ACCOMMODATION—TOWN HALL.

Following upon the various schemes submitted to Council for providing additional office accommodation in the Town Hall, and referred to in my Annual Report published last year, a later scheme was submitted by the City Building Surveyor and approved on 31st May, 1904, whereby it was provided that an extra story should be constructed over the existing engine-house at the rear of the Town Hall. Plans and specifications were prepared and tenders invited, the lowest, that of

Messrs. Owen Ridge and Son, being accepted for the sum of £3,297. The work generally consists of the addition of a story over the whole area of the Town Hall Sub-station, and which provides ample accommodation for the following officers:—Superintendent of Corporation Assets, sixteen feet seven and a half inches by fourteen feet four and a half inches; Superintendent of Corporation Assets' clerks, twenty-three feet three inches by sixteen feet seven and a half inches; stationery store, sixteen feet seven and a half inches by eight feet four and a half inches; General Auditor, sixteen feet seven and a half inches by twelve feet four and a half inches; General Auditor's clerks, sixteen feet seven and a half inches by thirteen feet four and a half inches; City Building Surveyor, sixteen feet seven and a half inches by fourteen feet; Architect and Chief Draughtsman, twenty-three feet four and a half inches by fourteen feet five and a half inches; City Building Surveyor's clerks, twenty-two feet nine inches by sixteen feet seven and a half inches; and plan room, twenty feet by sixteen feet seven and a half inches. These offices are reached from the ground floor colonnade on the southern side of the building by means of a closed colonnade or bridge eight feet wide, which leads up, by a broad flight of marble steps, to a corridor six feet wide between the offices, and running nearly the full length of the building. The external walls are of brickwork with two and a half inch cavity, finished with rubbed stone dressings and sills, the internal division walls being four and a half inches thick of hollow interlocking bricks, the walls of the corridor being nine inches of solid brickwork; all brickwork being built in cement. The height from floor to ceiling will be eleven feet. The floors throughout the first floor to offices are of timber, supported by twelve inches by five inches transverse rolled steel joists spaced at about four feet six inches centres, which are carried at the ends by the main side walls and at the centre by a built girder of fifteen inches by five inches rolled steel joists with two ten inches by half inch top and bottom plates riveted on; this girder is supported by three steel stanchions set upon massive beds of concrete reinforced by steel rails. These stanchions also serve as supports for the twelve inches by five inches runway girders for carrying the travelling cranes, the runway girders also being supported on corbels built in the eastern and western side walls. The transverse rolled steel joists will be filled in with galvanised corrugated iron, No. 22 gauge, bent to curve and set between the web and flanges; over this galvanised iron will be laid a solid concrete fire-resisting floor from five inches to ten inches thickness, so that the risk of fire in the office block from the engine-room is reduced to a minimum. The walls of the offices will be plastered, and the ceilings will be plastered on metal lathing. The existing roof over the engine-house will be taken down and re-erected as formerly over the office block, with some slight alteration in front by the formation of two gables. The bridge will be constructed with brick walls carried by sixteen inches by six inches rolled steel joists with ten inches by half inch top and bottom plates, the external faces being cement rendered and sanded, the internal faces being plastered. The floor and ceiling will be of solid concrete, the floor being finished with tiling; the upper surface of the ceiling, which is supported by five inches by three inches rolled steel joists, will be finished with asphalt. Particular attention has been given to the arrangements for adequate light and ventilation, and which it is anticipated will prove eminently satisfactory. The existing colonnade on the ground floor will be rendered weather-proof by closing in the openings with heavy timber and glass framing, in which are fitted

occasional opening sashes. The whole of the joinery work is to be of cedar, the inside finishings to be stained and polished, so that the work may be in conformity with the high character so obvious in the main building.

At the level of the Town Hall grounds and at the northern end of the engine-house is to be constructed a store fifty-two feet by twenty-three feet with a solid concrete floor, and provided with large sliding and folding doors at the front and rear. The roof will be of timber and supported by rolled steel purlins and covered with boarding and slates in a similar manner to the existing building. The store is also connected with the upper floor by means of a special staircase, which provides at the same time auxiliary communication for the office block generally. The store will contain a convenient office for the storekeeper, constructed of timber and glass.

Considerable delay was caused to this work by the non-removal of the northern boiler, etc., but as soon as this was removed the works were pushed on with all celerity, and it was anticipated at the close of the year that the offices would be ready for occupation about the beginning of April, 1905. The provision of this accommodation will afford much needed relief in the main building.

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### FIRE PROTECTION—TOWN HALL.

In January last year, acting with the knowledge and concurrence of the Lord Mayor, I made application by letter to the Chairman of the Fire Brigades Board asking if arrangements could be made for an inspection of the Town Hall buildings with regard to the adequacy or otherwise of the appliances provided for fire prevention and extinguishing, and also if a District Officer could attend to instruct the staff of the City Council in the use of the fire-extinguishing appliances in the Town Hall.

A report was subsequently received from the Acting Superintendent of the Metropolitan Fire Brigade stating that the District Officer had visited the Town Hall for the purpose of instructing the employees in the use of the fire appliances and how to act in case of fire. The District Officer also made a thorough inspection of the building, and submitted certain recommendations with a view to affording better protection from fire.

In the opinion of the District Officer the Rex Fire Extinguishers are the most reliable for small fires, being very effective and easily handled, and it was suggested that these extinguishers should be placed in the following positions :—Two in the front corridor on the first floor, two near the City Surveyor's office, two behind the organ, and one in the ladies' reception-room.

It was also recommended that fire buckets should be provided and placed in the following positions :—Four in the carpenters' shop, four in the plumbers' shop, four in the northern corridor, and four in the southern corridor.

These fire buckets, it was pointed out, could be placed under the stairs so as not to form an obstruction in any way, but at the same time in such a position as to be convenient for immediate use when required.



Furthermore, the fire buckets, it was suggested, should be painted red, with the words " Fire Bucket " painted on them and bucket racks provided for each position. Again, it was recommended that instructions should be given to the carpenters, plumbers, electricians, and other tradesmen employed in or about the building that all shavings and other litter must be put in receptacles outside the building before leaving the premises.

The hose in use was reported upon as being too short to reach some parts of the building, and a recommendation was made by the District Officer that three fifty feet lengths of canvas hose should be provided, one for each corridor, and that the locks should be taken off the hydrants covers, and simple fastenings put on to prevent any confusion or loss of time.

In addition to making a report containing the foregoing recommendations, the District Officer very kindly attended at the Town Hall and put the members of the staff through a course of hose drill with satisfactory results.

The City Building Surveyor reported that the recommendations were very good and should be adopted in their entirety, at the same time stating, in order to show that the matter had engaged departmental attention, that in April, 1898, in a report which was submitted in relation to fire risk of the Corporation buildings, he had recommended the purchase of fire buckets to be placed on the first and second floors of the building, that in the same year an instruction had been issued that all shavings should be nightly taken out of the workshop and burnt, and that in 1901 the City Building Surveyor had recommended the purchase of tubes of extinguishing composition to be placed in the organ in case of fire, the material recommended being a dry powder which would not injure the organ fittings. The recommendations, however, for some unexplained reason, were never carried out.

On an estimate of cost being submitted it was found that the approximate cost of the fire prevention apparatus as recommended by the Acting Superintendent of the Fire Brigade would be £60. The estimate was approved, and the appliances have been purchased and placed in position ready for use.

With regard to the recommendation as to removal of shavings and other litter, an instruction has been issued that the recommendation must be complied with in every instance and with strict regularity, and that any neglect on the part of any workman in this important matter would certainly lead to suspension and possible dismissal. The City Building Surveyor and the Superintendent of Corporation Assets are charged with the responsibility of seeing that this instruction is carried out.

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#### HORSE SALE YARDS.

Reference has been made elsewhere to the request preferred by the Homebush selling agents with regard to the establishment of horse sale yards at Flemington, and as the Lord Mayor referred the consideration

of the matter to the Finance Committee, a brief *resumé* of the correspondence which has passed during the last few years in relation to the matter may not be out of place.

In June, 1900, the then Superintendent of Assets, Mr. J. R. Palmer, brought the matter forward in a report to the Town Clerk, and urged that it should receive early attention. In this report it was pointed out that it had been argued that the Corporation need not incur the expense of erecting yards, as the fees upon all horses sold in and within fourteen miles of Sydney are received by the Council without outlay. In reply to this argument it was very properly urged that it was an uncommercial and even unbusinesslike view, seeing that the horse trade in Sydney is infinitesimal compared with the sales effected in the country, simply because there were no suitable yards provided in the metropolis. The Camperdown yards, which it appeared were considered the best, were really not worth a moment's consideration in regard to the conveniences required, and if owned by the Council complaints would be constant, as the yards were not only inadequate but behind the times. At Flemington it was reported there was ample room, and it was suggested that in order to be ready a certain area covered with water should be drained. In this connection it was mentioned that a local desire existed to have this area turned into a park. It appeared, however, to be so suitable for the purpose of horse sale yards, having direct connection with rail and road, and being quite shut off from the cattle and sheep yards, that it was thought it would be a wise step to at once arrange for its use as suggested. From an estimate which was submitted at the time it appeared that the work could be completed for £5000.

The then City Surveyor, Mr. R. W. Richards, subsequently reported that the matter of establishing horse sale yards at Flemington had been under consideration and had been held over pending the decision of the Government. The Right Hon. G. H. Reid, when Premier, had stated to the Mayor that it was the intention of the then Government to consider the Flemington and adjacent areas as a site for abattoirs, and the City Surveyor understood that the succeeding Government had the matter under consideration, and having regard to this information he suggested that it would be as well to ascertain the intentions of the Government in the matter. The City Surveyor further pointed out that the policy of the Sydney Municipal Council in regard to the proposed horse sale yards had long since been determined, and that he had previously reported upon the matter, and a reference to his report, dated 21st April, 1896, shows that the estimated cost of the work was £5000.

In a further report from the Superintendent of Assets it is stated that the actual site of the proposed abattoirs was near the Parramatta River and a considerable distance from the cattle sale yards, and would require a special road to connect it. The site referred to in his previous report as being particularly suitable for horse sale yards was the absolute property of the Council, and no portion of the Council's land had ever been under consideration for the establishment of abattoirs, nor was the site of the sale yards in any way suitable for abattoirs. Furthermore, it was urged that there was absolutely no reason for hesitation to establish horse sale yards on the site if the Council so desired to exercise its powers. From those immediately interested many expressions of approval had emanated, and the Superintendent of Assets earnestly advised that the Council should proceed with the work in order to

complete the equipment of the cattle sale yards. Just at this stage a conference of Municipal Councils was held in Sydney, at which it was resolved that it was expedient that the horse sale yards should be removed to Flemington, and that a deputation should wait upon the City Council asking that body to fall in with the views of the conference.

Agreeably to this request, the deputation was received by the then Mayor, Sir Matthew Harris, such deputation consisting of representatives of the suburban councils of Camperdown, Drummoyne, Leichhardt, Petersham, and Randwick, and the stockowners of the colony. The deputation pointed out that the trade carried on at Camperdown did not comply with modern requirements as to expedition and capacity, and it was strongly urged that the Council should forthwith proceed to establish horse sale yards at Flemington in connection with the cattle sale yards.

The Mayor, in reply to the deputation, stated that plans had already been prepared, and the Council were not only desirous but anxious to establish the horse sale yards at Flemington as desired, but matters had been delayed pending the decision of the Government with regard to changing the abattoir site.

Nothing further appears to have been done in the matter until January, 1903, when the Lord Mayor, Alderman Hughes, suggested to the Finance Committee that the erection of horse sale yards should be no longer hung up, but should be proceeded with without further delay. The Finance Committee, on considering the matter, deferred coming to a definite decision pending the receipt of a report as to the advisability of proceeding with the erection of horse sale yards, and the matter was thereupon referred to the Superintendent of Corporation Assets, who subsequently reported in favour of the establishment of the yards at Flemington; and in order to bring the question to an issue that officer placed the necessary amount on the preliminary estimates of expenditure for the year 1903.

At this juncture a letter was received from the Borough Council of Leichhardt directing attention to the annoyance and danger of the practice of driving mobs of unbroken and uncontrolled horses through the streets of a number of populous suburbs, and requesting that some action should be taken to abate the evil by a removal of the yards either to Flemington or some other convenient site, which would not possess the disadvantages of the Camperdown site as pointed out. The Borough of Leichhardt took this course in order to afford another opportunity for a remedy being applied in preference to again convening a conference of those Councils interested, anticipating that the importance of the subject to a very large section of the public would secure for it that amount of consideration at the hands of the City Council which it deserved.

The Council, on the motion of Alderman Henley, decided that the Finance Committee should be instructed to consider and report upon the provision of suitable horse sale yards at Flemington; but that Committee, whilst admitting the desirability when considering the estimates of expenditure for 1903, decided, in view of the heavy expenditure consequent upon the outbreak of plague in 1902, to strike out the amount providing for the establishment of horse sale yards at Flemington.

In March, 1904, a further letter was received from the Borough of Leichhardt again urging the City Council to take steps for the removal

of the horse sale yards from Camperdown to some position that would obviate the necessity of driving mobs of loose horses through the streets of the populous suburbs, to the danger of the inhabitants. The Finance Committee again decided, in view of the urgent representations made against an increase in the rate, not to make any provision in the estimates for the current year, seeing that the amount required would necessitate an increase in the rate to the extent of five-eighths of a penny in the pound.

Nothing further transpired on the subject until the deputation of stock agents referred to elsewhere waited upon the Lord Mayor in October last.

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#### HORSE SALE YARDS—REVENUE.

The following statement shows the receipts from the Horse Sale Yards for each of the ten years ended 31st December, 1904 :—

1895	..	£360	9	0	1899	..	£322	2	0	1903	..	£304	0	0
1896	..	305	2	0	1900	..	417	17	0	1904	..	377	6	0
1897	..	270	10	0	1901	..	318	2	0					
1898	..	296	12	0	1902	..	223	19	0	Total	..	£3,195	19	0

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#### HIRE OF TOWN HALL.

In July last the Council decided on the recommendation of the Finance Committee that so much of the regulations applying to the charges for hiring the Town Hall should be rescinded so as to allow of the charge in cases of concerts and entertainments where the price for admission is over five shillings per head being doubled, and that in such cases the existing charge for the rent of the Town Hall should be doubled.

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#### MUSICAL SOCIETIES—HIRE OF TOWN HALL.

Reference has been made under the head of deputations to the charges imposed upon the Musical Societies—the Sydney Liedertafel, the Sydney Amateur Orchestral Society, and the Sydney Philharmonic Society—when hiring the Town Hall, and the request made on behalf of the societies for a reduction in the amount charged owing to the educational influence which it was claimed the societies exerted. The Finance Committee, on a reference from the Lord Mayor, reported that they could not see their way to make any concession, and their decision was afterwards approved and confirmed by the Council. At a subsequent meeting, on a notice given by Alderman Fitzgerald, it was decided to rescind the resolution confirming the action of the Finance Committee, and in lieu thereof it was resolved that, notwithstanding the scale of



charges for the hiring of the Town Hall, as provided by resolution of Council, the rent of the Town Hall in future to the Societies named for their concerts be at the reduced rate, namely, £12 per night, being the rate paid by each of the societies prior to the reconsideration of the scale of lettings, and that the eastern gallery and space underneath the same on the ground floor be opened to the public at a nominal fee.

This resolution was forthwith communicated to the respective societies, to which the Sydney Liedertafel replied declining to accept the Council's terms; the Sydney Philharmonic Society replied stating that they agreed to the proposed rates, the portion to be allocated to the general public and the charge for admission to be arranged in a way satisfactory to all concerned; and by a subsequent letter it was stated that the society had fixed the charge at one shilling, and that it had been decided to issue three hundred tickets at that price, but stipulating that the space to be set apart should be under the eastern gallery, and as far in front of the gallery as might be found necessary, but that as regards the eastern gallery, which the Council had decided should be reserved, it would be unnecessary and cause confusion.

The Sydney Amateur Orchestral Society replied stating that they were agreeable to accept the terms stated, provided that the nominal fee as suggested be mutually agreed upon, which it was considered might be reasonably fixed at a minimum of one shilling. With regard to the eastern gallery, it was pointed out that this portion of the hall is invariably fully reserved by the society's subscribers, and it was therefore suggested that owing to the extreme value of the eastern gallery for orchestral concerts an additional one hundred and fifty seats should be reserved in the body of the hall in lieu of those as suggested in the eastern gallery, thus affording about four hundred seats available for a nominal fee.

On consideration of the correspondence, the Finance Committee decided to recommend that the resolution agreeing to the reduced rate of £12 per night, provided that the eastern gallery and the space underneath the same on the ground floor be opened to the public at a nominal fee, be rescinded, and the whole of the musical societies requiring the hall should be charged the ordinary rates as adopted by Council. The Council subsequently approved and confirmed the recommendation.

At a subsequent stage, on a report submitted by myself it was provided that in cases where an applicant for the hiring of the Town Hall gives notice that he will rent the hall for four or more nights in the then current year, such applicant shall receive a rebate on the charges for rental of ten per cent., as was already provided under the regulations where the Town Hall is rented for four consecutive nights. This concession was welcomed by the musical societies affected.

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#### TENDERS—HIRING TOWN HALL ON HOLIDAYS.

Owing to numerous applications from desirable tenants for renting the Town Hall on certain public holidays, the Finance Committee in June last made a recommendation to the Council to the effect that tenders

should be publicly invited for renting the Town Hall on Good Fridays. On the matter coming before the Council, the recommendation was approved and confirmed, and amplified so as to include Easter Mondays, Boxing Day, and New Year's Day, and at the next following meeting of the Council it was also decided to include Christmas Day and Anniversary Day in the list of holidays in respect of which tenders are to be called.

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### FIRE BRIGADE CONTRIBUTION.

The contribution payable to the Fire Brigades Board, under the provisions of the "Fire Brigades Act, 1902," for the year 1904, amounted to £5,485 12s 11d, a decrease of £627 14s 5d on the preceding year, but still abnormally and unjustifiably excessive. The estimated expenditure of the Board for the year amounted to £42,000, compared with £45,450 for the preceding year.

The following particulars of the precepts issued by the Board under the provisions of the Statute for the past six years are submitted for the information of the Council :—

	1899.	1900.	1901.	1902.	1903.	1904.
	£	£	£	£	£	£
State Treasurer ..	8,000	8,500	9,400	10,200	15,150	14,000
Insurance Companies	8,000	8,500	9,400	10,200	15,150	14,000
Municipal Councils ..	8,000	8,500	9,400	10,200	15,150	14,000
Total .. ..	£24,000	£25,500	£28,200	£30,600	£45,450	£42,000

The amount of the contribution payable by the City of Sydney and of the several municipalities enumerated in the schedule of the Act is ascertained and provided by a *pro rata* apportionment thereof according to the assessed value of rateable property situate in the City and the municipalities respectively according to the last preceding assessment. The total assessment for 1903 amounted to £5,183,033, of which sum £2,030,878 was the assessment of the City of Sydney, and in respect of which the sum of £5,485 12s 11d was payable out of a total of £14,000 payable by the City and municipalities. The area coming under the jurisdiction of the Fire Brigades Board is 196·477 square miles, 4·5 square miles representing the City area. The six next largest contributors are as follows :—North Sydney, 3·23 square miles, £237,138 rateable value, contribution £640 10s 9d ; Balmain, ·9 square mile, £205,019 rateable value, contribution £553 15s 7d ; Newtown, ·69 square mile, £170,974 rateable value, contribution £461 16s 5d ; Paddington, ·63 square mile, £165,920 rateable value, contribution £448 3s 5d ; Redfern, ·68 square mile, £161,300 rateable value, contribution £435 13s 10d ; and Woollahra, 2·97 square miles, £158,010 rateable value, contribution £426 16s 1d.

The following statement shows the amounts paid by the City Council during the past six years, namely :—

1899.. ..	£3,381 14 10	1902.. ..	£4,156 15 5
1900.. ..	3,559 12 7	1903.. ..	6,113 7 4
1901.. ..	3,878 11 7	1904.. ..	5,485 12 11

Last year full reference was made to the fact that the Council had been called upon to make payments largely in excess of the sums legally assessable, the Fire Brigades Board having undoubtedly exceeded their powers. Having regard to this fact and to counsel's opinion on the matter, the Council decided that the contribution should be paid without prejudice to the rights of the Council in regard to capital expenditure. A similar course will also be recommended in the future, so that the position of the Council may be maintained, and, if deemed necessary, proceedings instituted by a suit in equity to have the estimate declared illegal should anything be included in the estimate for the purchase of lands or buildings, or for the erection of buildings for the establishment of fire stations. In view of past experience this precaution is imperatively necessary in the Council's interests.

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### SICK PAY REGULATIONS.

The Finance Committee in the early part of last year had under consideration certain suggestions submitted by the City Surveyor and myself, which had been made with regard to sick pay to be allowed to workmen in the employ of the City Council, and the regulations governing sick pay allowance.

The Council having by resolution determined on the recommendation of the Committee on a previous occasion that sick pay shall in no case exceed half-pay, and where an employee is a member of a benefit society the allowance shall not exceed the amount of the difference between such society's allowance and full pay, and this arrangement having worked very satisfactorily it was not considered necessary or desirable to recommend any alteration in this direction.

The Committee, however, were of opinion on considering certain representations made by the City Surveyor and myself that some limitation as to the period of payment was necessary in the interests of the Council, and until such time as the Council is invested with the necessary legislative powers to deal with the matter comprehensively, it was recommended that in all cases of sickness a doctor's certificate, to be obtained at the expense of the recipient, should be submitted to the Town Clerk at the end of every four weeks; that the scale of payment be at the rate of one week for each year of service up to thirteen; and that the payment of sick pay should be limited to thirteen weeks in any one year.

The Committee decided to make these recommendations to the Council, and in doing so it was pointed out that the adoption of the regulations, which are merely tentative in character, would place the matter of sick pay on a much more satisfactory basis than that which existed at that time. Furthermore, I was obliged to direct attention to the fact that strictly speaking a recognised allowance for sick pay must be regarded as illegal, as the Council possessed no legal authority to make any such allowance, but the Council having determined to make the allowances at the rate previously mentioned, the regulations suggested would undoubtedly have the effect of clearing away many doubtful points which under existing conditions constantly arise.

### COMPENSATION CONTRIBUTIONS.

In December, 1901, a minute was submitted by the Mayor, Sir James Graham, with regard to the payment of compensation to Mrs. White, widow of the late labourer White, who was killed at the ruins of the fire at Messrs. Hordern's premises in the Haymarket, stating that he had had an interview with the Chairman of the Metropolitan Fire Brigade Board and Mr. S. Hordern, at which the Chairman of the Board had stated that the Fire Brigades Board was not in a position to render any financial assistance nor would the Board acknowledge any liability. Mr. Hordern, on the other hand, expressed his intention to continue the payment of one pound per week for one year from the time of the accident, and had offered to continue such payment for another year, thus making a total contribution of £104, on condition that the Council contributed a like amount, and the Mayor recommended that the Council accept the offer and act upon the suggestion.

On consideration of the minute, the Council decided that a sum of three hundred pounds should be invested for the benefit of Mrs. White and her children, and this was accordingly done.

During the course of the past year representations were made to the Council that the income from the investment was inadequate to afford any material relief to the widow now that the contributions from Mr. Hordern had ceased in accordance with the arrangement made in 1901, and an application was made that the original arrangement should be varied so as to permit of weekly payments being made to Mrs. White, and it was agreed to accede to the request and to pay Mrs. White £1 per week. Regular weekly payments have accordingly been made, and the sum of £200 has been temporarily reinvested.

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### RENOVATION TO CITY ORGAN.

From a report submitted to the Finance Committee shortly after the termination of Mr. Lemare's engagement it appeared that the condition of the City Organ was satisfactory on the whole, as most of the defects then existing were of such a character as to be practically unavoidable, and were being remedied as speedily as possible. The stops throughout were reported as being well in tune, though occasionally individual notes were defective, the chief trouble in this respect being on the swell organ, where the tremulant constantly threw the reeds out of tune. The provision of a new tremulant was suggested, as it appeared evident that the one in use affected the wind supply unduly. The wind mechanism in some departments were showing signs of constant wear and tear, and the bursting of small pneumatic motors was a rather frequent occurrence. The City Organist expressed the opinion that the whole of the pneumatic work would require renewal at an early date, and the cleaning of the pipes was another necessary work requiring attention. On consideration of this report the City Organist was instructed to prepare a specification of the repairs and alterations to the organ which he considered necessary, and the specification was prepared accordingly.

The greater part of the suggestions specified were prompted by the presence of defects in the organ, which were the result of its continuous



use for a period of upwards of thirteen years. For instance, much of the proposed work was concerned with the re-leathering of pallets, pneumatic motors, bellows, reservoirs, etc. The constant strain to which these had been subjected during the long period indicated had resulted in their becoming worn and liable to burst. Many indeed had burst and had been repaired individually, but it appeared that a thorough overhaul of the leather work throughout the organ was necessary. Similarly the accumulation of dust in the pipes was so great as to render their cleaning imperative. Beyond these, which were entirely matters of renovation, very little was proposed. A new pedal board was recommended for the reason that the notes of the old board had become worn by use, and a "Willis" pedal board was specified. This pedal board is of a different form to that previously attached to the organ, the chief variation being that instead of straight keys the new board has radiating keys. The City Organist stated in support of his recommendation that the question of pedal key boards had occasioned very great discussion amongst organists for a long time past, largely for the reason that the straight keyboard recommended by the Royal College of Organists in 1881 had been found by experience to be not so suitable for modern organ playing as the radiating board invented by Mr. Henry Willis, the famous London organ builder, and since made by other builders. Organ compositions had become increasingly elaborate, and the demands upon the performer correspondingly greater. The pedals are freely written for throughout their compass, and the difficulty is that on the straight board the extreme notes at either end are too far away to be conveniently reached by the performer, when, as is now much more frequently the case than formerly, he is required to play such notes rapidly and without effort. The keys of the "Willis" board radiate from each end to the centre, and the extreme notes are thus brought closer to the player. It was reported that most modern concert organists preferred the radiating board, and it is a significant fact that in 1902 the Council of the Royal College of Organists decided "in view of the great advances made in organ construction in recent years to withdraw their rules and regulations of 1881," which included the one in favour of the straight pedal board. A crescendo and diminuendo pedal was also recommended, this being a device now frequently applied to large organs, by means of which the whole of the stops are thrown out in graduated order of power and similarly returned.

The provision of electric action now being largely used in the construction of organs was not recommended. According to the City Organist, the cost of converting the action would be very great, while the system of tubular pneumatics which is in operation is so prompt and accurate in its work as to fully meet all requirements.

Tenders for carrying out the alterations, repairs and renovations were invited from Messrs. Finch and Son, of the Richmond Organ Factory, Richmond, Victoria, and Mr. Charles Richardson, of Church Hill, Sydney. The tender of Messrs. Finch and Son was £1,287 9s 3d, the whole of the work to be completed within a period of twenty-six weeks, whilst that of Mr. Charles Richardson was £490, the whole of the work to be completed within a period of thirteen weeks. The tender of Mr. Charles Richardson was accepted, and the work carried out under the personal supervision of Mr. R. H. Brodrick, City Building Surveyor, and Mr. Arthur Mason, City Organist, and to their entire satisfaction,

## SPECIAL CITY ORGAN RECITALS—ENGAGEMENT OF MR. ALFRED HOLLINS.

Consequent upon the general satisfaction which was given in 1903 by the engagement of Mr. Edwin H. Lemare, the distinguished English organist, and pursuant to the arrangement come to when Mr. Arthur Mason was appointed City Organist in 1901, the Council, on the recommendation of the Finance Committee, decided to accept the terms quoted by Mr. Alfred Hollins, of Edinburgh, to visit Sydney and give a series of sixteen recitals on the Town Hall organ during the months of August and September for an inclusive fee of five hundred guineas. The agreement entered into provided that during his visit to Australia Mr. Hollins would not give any recitals other than those to be given under the auspices of the Council of Sydney, or elsewhere in New South Wales, or in any of the other Australian States, or in the Colony of New Zealand, without the consent in writing of the Council; and in the event of this condition being departed from he undertook to pay to the Council as and by way of ascertained and liquidated damages the sum of one hundred pounds for each recital so given by him without such consent.

Mr. Hollins, during the course of his engagement, applied for consent to his taking part in a Philharmonic concert in Sydney, Mr. Hollins to officiate at the pianoforte, and this consent was given accordingly. Upon the termination of his engagement, permission was also given to him to give a recital in Adelaide in connection with the Royal Institution for the Blind in that city.

Among the younger men in the profession there is no more popular British musician than Mr. Alfred Hollins, organist and choirmaster of St. George's Free Church, Edinburgh. Perseverance and enthusiasm have from the first been his leading and most distinguished characteristics, and he is regarded as another brilliant example of what may be achieved against almost insurmountable odds by a determined man. As is well known, Mr. Hollins was born blind, his birthplace being the port of Hull, and he is thirty-nine years of age. It is on record that he manifested an absorbing interest in music as soon as he could speak, and at the earliest age he can remember could identify not only single notes but the composition of chords entirely by ear. This rare gift he, of course, still possesses. Whilst still a child he was taken to the old City of York to the Wilberforce Institution for the Blind. This institution has always been regarded as a good school, and it was here that Mr. Hollins received his earliest education. When he was eleven years of age, Dr. Campbell's College for the Blind was established at Norwood, and he at once entered there as a pupil. At the outset the course of instruction prescribed was somewhat costly, but soon a philanthropic Colonel Gardiner bequeathed £300,000 to be allocated in scholarships at various blind institutions, and the judicious outlay of the money resulted in an immense impetus being given to the education of the blind. Whilst at Norwood young Alfred Hollins studied piano under Mr. Fritz Hartvigson, Professor of the Normal College for the Blind, a well-known Danish musician, now a Knight of Dannebrog, pianist to Her Majesty Queen Alexandra, and Professor of the Royal Academy of Music. A year later—1877—when the first college concert was given at St. James' Hall, with a professional orchestra under Dr. Hans von Bulow, the young physician made his first *début* with Tschaikowsky's "B Flat Minor Concerto." Similarly, when the Norwood College

engaged the adjoining Crystal Palace Orchestra for these occasions, young Hollins was solo pianist, under the baton of Dr. (now Sir) August Manns, musical director of the Crystal Palace since 1855. When sixteen years of age Alfred Hollins was commanded to play before Her Majesty the late Queen Victoria at Windsor Castle; subsequent signal successes being won by him at the Crystal Palace, the People's Palace, the Albert Hall, numerous provincial centres, and before the Royal Courts of Germany and Belgium. Further tuition was given Mr. Hollins at this period by Dr. Hans von Bulow, a genuine friendship springing up between the two, and upon the termination of his term Mr. Hollins received a signed portrait from the great master, bearing the gratifying inscription: "To Mr. Alfred Hollins, one of the rare true musicians among the pianoforte virtuosi." In April, 1885, the brilliant executant was commanded by the Empress Frederick of Germany for an orchestral concert at Berlin, under Carl Klindworth, at which he rendered the Emperor Concerto, the Schumann Concerto, and Liszt's E Flat Concerto—a tremendous evening's work, according to prevailing English ideas. In the middle of the same year Mr. Hollins studied at Klindworth's Academy, Berlin, under Dr. Hans von Bulow, and further equipped himself as a pianist at Frankfort, where the distinguished virtuoso gave class lessons with the self-sacrificing idea of raising funds for a monument in memory of Raff. After a tour through America he returned to England, where the Inventions Exhibitions afforded an excellent and exceptional opportunity and opening for the display of his acknowledged ability as a concert organist. In 1888 he played the Beethoven E Flat Concerto with the London Philharmonic Society.

With regard to his study of the organ, during his stay at the Normal College for the Blind at Norwood, he practised under Dr. E. J. Hopkins, the veteran organist of the Temple Church, to whom Mr. Hollins considers he owes everything as an organist. He looks upon Dr. Hopkins as a fine master of concert work as distinguished from church work and knowledge of sacred music. For all this, however, Mr. Hollins whilst in Sydney stated that he firmly believed that dignity constituted the foundational character of the organ, in which connection he firmly declined to follow the lead of many distinguished players of the present day who take the fugues of Bach almost as *prestissimo*. He acknowledged that this kind of *tour de force* commanded admiration, but ventured to say that it was not in consonance with the original idea of the composer or the essential spirit of his music, it being well known that in Bach's day the heavy nature of the mechanism absolutely barred any such performance.

With reference to the transfer of his affections from the piano to the organ, Mr. Hollins is not sure that he has entirely done so; but he remarked when in Sydney there are fewer organ virtuosi than there are masterly players of the piano, and as he is numbered among the former the demand for his services keeps him fully occupied in exploiting the resources of that instrument. As a matter of interest to the musical community, Mr. Hollins was questioned with regard to the special difficulties for blind people in the matter of acquiring new pieces, and he intimated that music for the blind is published with the Braille embossed type, but only one line at a time can be felt with one finger, and then, again, one hand only is left free for the piano. In his own case he was most indebted to Mrs. Hollins, who is a good musician. Thus, Mrs.

Hollins first plays through a piece to him to see whether it will repay attention; then she plays part of it through, and he learns that by heart, and so on, although, as he remarked, the method probably sounds slower than it really works out in practice, as his retentive memory enables him to grasp the music quickly.

The organ appointments held by Mr. Hollins number only four, and were all offered to him. At the Norwood College he assisted Dr. Hopkins, and then at nineteen years of age he was appointed organist at St. John's, Redhill, Surrey. Thence he removed to St. Andrew's Presbyterian Church, Upper Norwood, and subsequently he became organsit at the People's Palace, the institution which was established consequent on Sir Walter Besant's novel, and then he returned for seven years to St. Andrew's. In 1897 he was appointed to St. George's United Free Church, Edinburgh, the richest and largest Presbyterian Church in that beautiful city. As a church musician, Mr. Hollins is equally in touch with his minister, choir and congregation as any man possessing the faculty of sight could be. Every note is thoroughly "got off," and his familiarity with the words that are being sung renders his accompaniments both intelligent and devotional. It is interesting to note that in the course of an engagement in Liverpool the now deceased, but not forgotten, Mr. W. T. Best, who opened the great organ in the Sydney Town Hall, listened to one of Mr. Hollins' recitals, and heartily congratulated him on his performance, jocularly calling him "Alfred the Great."

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#### SPECIAL CITY ORGAN RECITALS—REPERTOIRE.

The following *repertoire* of pieces, exclusive of numerous encores, was performed by Mr. Alfred Hollins during the course of his sixteen recitals on the Town Hall Organ :—

1. Sonata	..	..	..	..	..	<i>Mendelssohn</i>
2. Intermezzo	..	..	..	..	..	<i>Hollins</i>
3. Pastorale	..	..	..	..	..	<i>Lemare</i>
4. Scherzo	..	..	..	..	..	<i>Turner</i>
5. Prelude and Fugue in D			..	..	..	<i>Bach</i>
6. Improvisation	..	..	..	..	..	—
7. Serenade	..	..	..	..	..	<i>Gounod</i>
8. The Answer	..	..	..	..	..	<i>Wolstenholme</i>
9. Overture, "Oberon"	..	..	..	..	..	<i>Weber</i>
10. Grand Fugue in G Minor			..	..	..	<i>Bach</i>
11. Barcarole	..	..	..	..	..	<i>Bennett</i>
12. Theme with Variations in A			..	..	..	<i>Hesse</i>
13. Communion	..	..	..	..	..	<i>Grisson</i>
14. Toccata	..	..	..	..	..	<i>Dubois</i>
15. Improvisation	..	..	..	..	..	—
16. Gavotte, "Yellow Jasmine"			..	..	..	<i>Cowen</i>
17. Concert Overture No. 1 in C			..	..	..	<i>Hollins</i>
18. Sonata in the Style of Handel	..	..	..	..	..	<i>Wolstenholme</i>
19. Spring Song	..	..	..	..	..	<i>Hollins</i>
20. Aria from Suite in D	..	..	..	..	..	<i>Bach</i>
21. Fugue in G	..	..	..	..	..	<i>Krebs</i>



22. Meditation .. .. .	<i>D'Evry</i>
23. Improvisation .. .. .	—
24. Overture, "William Tell" .. .. .	<i>Rossini</i>
25. Concert Overture .. .. .	<i>Faulkes</i>
26. Larghetto from the "Clarinet Quintet" .. .. .	<i>Mozart</i>
27. Andante from "Fourth Sonata" .. .. .	<i>Bach</i>
28. Fugue à la Gigue .. .. .	<i>Bach</i>
29. Romance .. .. .	<i>Lemare</i>
30. Improvisation .. .. .	—
31. Scherzo .. .. .	<i>Hofmann</i>
32. Grand Chœur in E Flat .. .. .	<i>Guilmant</i>
33. Prelude and Fugue in A Minor .. .. .	<i>Bach</i>
34. Andante .. .. .	<i>Mendelssohn</i>
35. Scherzo .. .. .	<i>Hayte</i>
36. Improvisation .. .. .	—
37. Allegro Moderato in A .. .. .	<i>Hopkins</i>
38. Pastorale .. .. .	<i>Whiting</i>
39. Overture No. 2 in C Minor .. .. .	<i>Hollins</i>
40. Pastoral Sonata, Op. 28 .. .. .	<i>Rheinberger</i>
41. Prière .. .. .	<i>Rossini-Best</i>
42. Prelude and Fugue in C Minor .. .. .	<i>Mendelssohn</i>
43. Improvisation .. .. .	—
44. Berceuse .. .. .	<i>Rousseau</i>
45. Scherzo .. .. .	<i>Rousseau</i>
46. Grand Chœur .. .. .	<i>Hollins</i>
47. Fugue in E Flat, "St. Ann's" .. .. .	<i>Bach</i>
48. Offertoire .. .. .	<i>King Hall</i>
49. Suite Gothique .. .. .	<i>Boellmann</i>
50. Seraphs' Strain .. .. .	<i>Wolstenholme</i>
51. Improvisation .. .. .	—
52. Graceful Dance from Henry VIII. .. .. .	<i>Sullivan</i>
53. March Militaire .. .. .	<i>Gounod</i>
54. Overture in C .. .. .	<i>Mendelssohn</i>
55. Prière et Berceuse .. .. .	<i>Guilmant</i>
56. Aria from Suite in D .. .. .	<i>Bach</i>
57. Grand Fugue in G Minor .. .. .	<i>Bach</i>
58. Scherzo on a Pedal Bass .. .. .	<i>Pettersen</i>
59. Improvisation .. .. .	—
60. Intermezzo (by desire) .. .. .	<i>Hollins</i>
61. Concert Rondo .. .. .	<i>Hollins</i>
62. Toccata in F .. .. .	<i>Bach</i>
63. Andantino in D Flat .. .. .	<i>Lemare</i>
64. March Funèbre et Chant Seraphique .. .. .	<i>Guilmant</i>
65. Saint d'Amour .. .. .	<i>Elgar</i>
66. Improvisation .. .. .	—
67. L'Invitation à la Valse .. .. .	<i>Weber</i>
68. Sonata No. 1 .. .. .	<i>Mendelssohn</i>
69. Nocturne .. .. .	<i>Hollins</i>
70. Theme with Variations .. .. .	<i>Faulkes</i>
71. "Anitra's Dance," from Peer Gynt Suite .. .. .	<i>Grieg</i>
72. Improvisation .. .. .	—
73. Melody .. .. .	<i>Paderewski</i>
74. Toccata from Fifth Organ Symphony .. .. .	<i>Widor</i>
75. Concerto No. 2 .. .. .	<i>Handel</i>

<a href="#">76.</a>	Andante in F Sharp Minor	..	..	..	Wesley
<a href="#">77.</a>	Toccata	..	..	..	Capocci
<a href="#">78.</a>	Intermezzo	..	..	..	Macbeth
<a href="#">79.</a>	Improvisation	..	..	..	—
<a href="#">80.</a>	Song Without Words, No. <a href="#">18</a>	..	..	..	Mendelssohn
<a href="#">81.</a>	Triumphal March	..	..	..	Hollins
<a href="#">82.</a>	Sonata in F	..	..	..	Silas
<a href="#">83.</a>	Cantilène	..	..	..	Pièrne
<a href="#">84.</a>	Gavotta e Ronda	..	..	..	Bach
<a href="#">85.</a>	Improvisation	..	..	..	—
<a href="#">86.</a>	Serenata	..	..	..	Wolstenholme
<a href="#">87.</a>	Overture, "Prometheus"	..	..	..	Beethoven
<a href="#">88.</a>	Overture, "Euryanthe"	..	..	..	Weber
<a href="#">89.</a>	Allegretto	..	..	..	Foote
<a href="#">90.</a>	Toccata and Fugue in D Minor	..	..	..	Bach
<a href="#">91.</a>	Improvisation	..	..	..	—
<a href="#">92.</a>	Romance	..	..	..	Iris de Cairos Rego
<a href="#">93.</a>	Capriccio	..	..	..	Lemarc
<a href="#">94.</a>	Triumphal March	..	..	..	Hardebeck
<a href="#">95.</a>	Prelude and Fugue in D	..	..	..	Bach
<a href="#">96.</a>	Largo	..	..	..	Handel
<a href="#">97.</a>	L'Invitation à la Valse	..	..	..	Weber
<a href="#">98.</a>	Gavotte	..	..	..	F. Turner
<a href="#">99.</a>	Improvisation	..	..	..	—
<a href="#">100.</a>	Pastorale	..	..	..	Whiting
<a href="#">101.</a>	Overture, "Zampa"	..	..	..	Herold
<a href="#">102.</a>	Prelude to "Parsifal"	..	..	..	Wagner
<a href="#">103.</a>	Scherzo	..	..	..	Pettersen
<a href="#">104.</a>	Suite Gothique	..	..	..	Boellmann
<a href="#">105.</a>	Improvisation	..	..	..	—
<a href="#">106.</a>	Berceuse	..	..	..	Mason
<a href="#">107.</a>	Postlude	..	..	..	Smart
<a href="#">108.</a>	Toccata in F	..	..	..	Bach
<a href="#">109.</a>	Spring Song	..	..	..	Hollins
<a href="#">110.</a>	Scherzo	..	..	..	Turner
<a href="#">111.</a>	March Funèbre et Chant Seraphique	..	..	..	Guilmant
<a href="#">112.</a>	Improvisation	..	..	..	—
<a href="#">113.</a>	Song Without Words, No. <a href="#">18</a>	..	..	..	Mendelssohn
<a href="#">114.</a>	Overture, "William Tell"	..	..	..	Rossini
<a href="#">115.</a>	Air with Variations and Finale Fugato	..	..	..	Smart
<a href="#">116.</a>	Largo	..	..	..	Handel
<a href="#">117.</a>	Offertoire on Two Christmas Hymns	..	..	..	Guilmant
<a href="#">118.</a>	Improvisation	..	..	..	—
<a href="#">119.</a>	Sacred Song, "There is a Green Hill Far Away"	..	..	..	1
	(by desire)	..	..	..	Gounod
<a href="#">120.</a>	Overture No. <a href="#">1</a>	..	..	..	Hollins

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## SPECIAL CITY ORGAN RECITALS—FINANCIAL RESULTS.

According to the statement of receipts and expenditure in connection with the organ recitals given by Mr. Alfred Hollins, furnished by the

City Treasurer, the receipts over the expenditure amounted to £344 11s 2d as appears by the following figures, namely :—

RECEIPTS.			EXPENDITURE.		
1904.	£	s. d.		£	s. d.
By Organ Recitals, per Town Hall ..	1,171	16 6	To Alfred Hollins—		
By Organ Recitals Booking Fees, per Paling & Co. ..	101	15 6	Allowance ..	525	0 0
			„ Attendants ..	55	3 6
			„ Sundry Wages ..	6	8 1
			„ Printing ..	21	12 2
			„ Advertising ..	133	8 6
			„ Hoarding, Posters, etc. ..	155	5 0
			„ Programmes ..	22	16 6
			„ Petty Cash, Sundries	3	7 1
			„ Ticketing Chairs ..	6	0 0
			„ Credit Balance ..	344	11 2
	£1,273	12 0		£1,273	12 0

The total receipts for eighteen recitals given by Mr. Lemare in 1903 amounted to £1,136 5s 6d, as against £1,273 12s for sixteen recitals given by Mr. Hollins; but while Mr. Lemare gave two recitals more than Mr. Hollins, it is but right to state that on four Saturday nights during Mr. Lemare's period of engagement and on one Wednesday night the inclemency of the weather was such as to preclude any large attendance, whereas the weather during Mr. Hollins' engagement was all that could be desired. The booking fees at Messrs. Paling and Company's showed a considerable increase, the receipts from this source in 1903 being £62 11s 6d, whilst in 1904 they amounted to £101 15s 6d. The booking was undertaken by Messrs. Paling free of cost to the Council.

As in the previous year, the Council authorised the Town Clerk and the City Organist to undertake the entire management of the series of recitals, and to arrange all details, advertising, etc., in connection therewith considered necessary. The whole of this work was undertaken and carried out to the entire satisfaction of the Council without any additional expense; Mr. Layton, Chief Clerk, devoting considerable time to the advertising arrangements, and rendering most valuable assistance to the Town Clerk. The charges for admission were fixed at two shillings for the galleries and one shilling for the body of the hall, with the customary booking fee of one shilling for the two shilling seats. Having regard to suggestions made in 1903, season tickets were issued at the rate of fifteen shillings for ten recitals for the galleries and seven shillings and sixpence for ten recitals for the body of the hall, but these were not a success, and I am not prepared to recommend their adoption in the future, after the experience acquired this year. The cost of 43,500 programmes, £45 13s, was met in equal proportions by Messrs. Paling and Company and the City Council, Messrs. Paling being allowed as an equivalent for their contribution to the cost one approved advertisement on each programme.

On consideration of the figures submitted in the statement of receipts and expenditure, it will be observed that the credit balance of £344 11s 2d is available, owing to the fact that the expenditure has not been debited with any amount for rent for the use of the hall. In order

to fully understand the position, it is necessary to recapitulate to some extent the arguments which were used last year under similar circumstances. This debit has been intentionally omitted for several reasons.

In the first place it would at best be a cross entry from the Town Hall organ to the Town Hall letting accounts, unnecessarily debiting the latter and unduly inflating the former, although, properly speaking, from the book-keeping point of view, strictly correct; but such a course would, it is submitted, only tend to swell the general receipts and expenditure totals appearing in the books, without achieving any practical object or end. In the second place, the organ recitals twice each week given by Mr. Hollins were in substitution for those given by the City Organist, consequently they ought to be treated in exactly the same manner; and in the third place, as no rent is debited on the occasion of the ordinary organ recitals given by Mr. Mason, whereas the whole of the receipts and credits, as was the case when M. Weigand was City Organist, are invariably taken into consideration, and it would be manifestly unfair to debit rent for the extraordinary recitals given under the arrangement with Mr. Hollins, when no practical purpose is gained thereby. However, in order that the Council may have the fullest information on the subject before them, the following particulars are furnished.

In the event of it being determined to treat the charge for the use of the hall according to the customary scale of lettings as a memo. or book-keeping entry, this course would have the effect of increasing the foregoing expenditure total to the extent of £326, made up as follows: Eight Saturday lettings at £22, one matinée letting at £10, and seven ordinary week night lettings at £20. The expenditure would thus be increased to £1,255 0s 10d, leaving a credit balance on this basis of £18 11s 2d, compared with a debit of £250 16s 9d on Mr. Lemare's recitals computed on the same basis. But this credit may very properly be affected by an estimate of how many dates the hall would have been occupied on occasions when used for the purpose of the organ recitals. As a matter of fact, there was not a single instance in which the hall was applied for on a night which had been previously fixed for an organ recital, so that there was no loss of any kind as regards the letting of the Town Hall and no inconvenience to any hirer. In this connection it must be borne in mind that no debit is made on the occasion of ordinary recitals, and I respectfully submit that the same regulation ought to apply, otherwise the comparison cannot fail to be made on an unjust and misleading basis.

As an alternative to the method of debit suggested, which comprises the full letting value of the Town Hall according to scale on each of the occasions when a recital was given, it has been suggested, as was suggested in connection with Mr. Lemare's recitals, that the actual nett cost of working the hall for letting purposes should be taken into consideration, and a balance as between receipts and expenditure ascertained on this basis. This suggestion is more reasonable than that first instanced, but even here again it must be pointed out this nett cost is never debited in the case of ordinary recitals, and therefore for the purpose of comparison the debit is practically useless. However, on this basis the charge would amount to £77 10s, being fifteen lettings at £5 per night, and one matinée letting at £2 10s. This would make the aggregate expenditure £1,006 10s 10d, and on this basis there would be a credit balance on



receipts and expenditure of £267 1s 2d, compared with £7 3s 3d on Mr. Lemare's recitals, computed on the same basis. In arriving at the nett cost of working the hall, it is but right to state that all incidental expenses, payments for services of Town Hall attendants, attendants at electric light station, and all other expenses of this character have been fully taken into consideration in the first instance, and are included in the statement of expenditure submitted, and this consequently reduces the nett cost to the amount quoted, namely, £5 per night.

Another alternative method is to assume the amount to be charged at the same rate as has heretofore been charged to the Sydney Amateur Orchestral, the Sydney Liedertafel, and the Sydney Philharmonic Societies, the expenditure in such case would be increased by £270, made up as follows :—Eight Saturday lettings at £22, one matinée letting at £10, and seven ordinary week night lettings at £12. On this basis the expenditure would amount to £1,221 0s 10d, or a balance of receipts over expenditure of £52 11s 2d.

But altogether apart from the question of receipts and expenditure and any available credit balance, it must be remembered that there are equally important considerations connected with an extraordinary engagement of this character which ought not, and, indeed, which cannot be ignored, seeing that they have a most influential bearing on its success or otherwise. As was remarked last year, the mere question of monetary return is not the only item in estimating success ; ulterior results are equally, and, in some respects, more important. In the first place, the engagement of artists of the acknowledged repute and calibre of Mr. Lemare and Mr. Hollins, accomplished executants on the organ, is but carrying out the principle of the programme laid down by the Council in 1900, when consummating the engagement of Mr. Mason as City Organist. Under the conditions of the appointment then made, the Council decided to arrange in each year to secure the services of an eminent organist from Europe or America for the purpose of giving a series of recitals on the City Organ, during which time the City Organist would be absolutely freed from his duties. The salary paid to the City Organist prior to Mr. Mason's appointment was £500 per annum, whereas the salary paid to Mr. Mason is £300 per annum, the Council reserving the sum of £200 per annum to meet any engagement entered into with an expert professional artist. As there was no engagement entered into in 1902 to secure the services of a distinguished artist, the Council had thus a saving of £600, consequent on the reduced salary, to work upon ; therefore, accepting the statement of receipts and expenditure in its most unfavourable light, after debiting the expenditure with the full charges for the hall in accordance with the ordinary scale of lettings, the Council is still £367 14s 5d to credit on the three years' working. This argument may be deemed somewhat fallacious, and it may be, as I stated last year, specious ; but having regard to the precise conditions upon which Mr. Mason was engaged, and the reduced salary then decided upon, in view of such conditions I respectfully submit that the argument is sound and tenable. If the charge on the basis of the nett cost is taken into account, then, instead of there being a credit of £267 1s 2d, there is an actual balance in favour of the new arrangement of £867 1s 2d, whereas in the event of there being no charge made for the hall, thus following the practice and precedent of the ordinary weekly recitals, then the balance on the three years' working in favour of the

new order of things amounts to £1,031 14s 5d, made up as follows : Three years' difference in salary paid to the City Organist, £600 ; credit balance on Mr. Lemare's recitals, £87 3s 3d ; and credit balance on Mr. Hollins' recitals, £344 11s 2d.

Taking all the circumstances into consideration, financially, educationally—a factor in the case which cannot be ignored—the testimony of the public, and the press, and otherwise, there cannot be any doubt with regard to the success of the recitals from certain important points of view.

\* \* \*

### CORPORATE PROPERTIES.

The following return shows the Corporate property possessed by the Council at the end of 1904, namely :—

Athlone Place, Electric Lighting Sub-station.

Belmore Markets, Old and New.

Cattle Sale Yards, Flemington.

Conveniences :—

George Street, at Railway Station.

Liverpool Street.

Moore Street.

Parker Lane.

Wharf Street.

William Street.

Darlinghurst, Electric Lighting Sub-station.

Duke Street, Dépôt.

Electric Lighting Power House, Pyrmont.

Exhibition Building, Prince Alfred Park.

Fish Markets, with Refrigerator Plant and Cooling Chamber

Woolloomooloo.

George Street, Haymarket, Terrace of Shops.

Hay Street and George Street, Land leased to Bank.

Hay Street, Stores and Offices.

Kent Street, Houses and Land.

Lang Park, Electric Lighting Sub-station.

Moore Park, Disinfecting Chamber.

Moore Park, Refuse Destructor.

O'Connor Street, Vacant Land.

Pearl Street, Dépôt.

Point Street, Baths and Pumping Plant.

Queen Victoria Markets Buildings, George Street.

Randwick Road, Cottage.

Sussex Street, Small Stock Yards.

Sussex Street, Stores and Offices.

Town Hall Buildings

Town Hall, Electric Lighting Sub-station.

Woolloomooloo, Baths and Pumping Station.

Woolloomooloo, Electric Lighting Sub-station.

Woolloomooloo, Metal Dépôt.

Since the issue of my previous report the vacant land at Athlone Place has been utilised for the purposes of an Electric Lighting Sub-station, two new conveniences have been completed—one in George

Street, near the Railway Station, and the other in Wharf Street—an Electric Lighting Sub-station has been erected in Lang Park, also at the Woolloomooloo Depôt, and the Electric Power House at the Town Hall has been converted into an Electric Lighting Sub-station, and a piece of vacant land in George Street and Hay Street has been sold to the Savings Bank Trustees ; while the Disinfecting Chamber and Refuse Destructor at Moore Park appear on the list of Corporate properties for the first time.

\* \* \*

### CORPORATION ASSETS.

Questions having arisen from time to time with regard to the necessity for the office of Superintendent of Corporation Assets, and suggestions made that it might with advantage be discontinued and the duties now allocated to the position vested in the heads of other departments, I have made an investigation into the nature of the various duties devolving upon the present occupant of the office as distinguished from the duties discharged by his predecessor when the office was created.

The position appears to have originally been determined upon in October, 1898, when the Council resolved unanimously on a motion submitted by Alderman Michael Chapman that a General Markets and Property Assets Superintendent should be appointed with a monthly salary at the rate of £350 per annum. Some few weeks afterwards the resolution fixing the salary at £350 per annum was rescinded, and it was resolved that Mr. J. R. Palmer should be appointed to the position at a salary at the rate of £500 per annum until such time as salaries were voted for the year, and when the salaries were subsequently voted the salary was fixed at £400 per annum. On Mr. Palmer's retirement from the position Mr. Breden was appointed at a salary of £400 per annum, subsequently increased to £425 in 1902 and to £450 in 1903, that being the salary now paid.

A schedule of duties was prepared by the Finance Committee and adopted by the Council as follows :—

1. To see that rents for the whole of the Council's properties, let under tenancies by lease or otherwise, are promptly paid in accordance with agreements, and to report at least once a month regarding same.
2. To have regard to the expiration of the tenants' leases, and to report any circumstances necessary for the Council to be aware of in executing a new lease ; to report from time to time upon the condition of premises during terms of leases, and generally exercise a business-like superintendence.
3. To advise the Council as to the values of their revenue-producing properties, and their maintenance generally in good order and condition, also to their better and more profitable uses, as may seem practicable.
4. To visit from time to time without notice the Flemington Sale Yards, and report at least once a month upon the system of working, having a close regard to the extension of the fullest benefits of the market to those using same,

noting the manner of receiving and delivery of stock, insuring the correctness of dues charged and paid, and to furnish suggestions for necessary and desirable improvements, but not to exercise direct control over the actions of the Inspector, except in cases of imperative necessity in the interests of either the public or Corporation. Similarly as above to visit and superintend, etc., etc., the systems in operation in the Eastern Fish Markets, Sussex Street Sale Yards, Belmore Markets (old and new), and Queen Victoria Markets Buildings.

5. To visit regularly all premises licensed by the Council for the sale of stock, noting and advising in each case the desirability of re-issue of such licenses and ascertaining that the dues receivable by the Council are properly and accurately paid; also that dues are paid upon stock received in the City or within fourteen miles (14) thereof by rail or ship directly by consignees for slaughter and export or for slaughter and private sale.
6. To be responsible for and check the annual stocktaking at the Council's various depôts, furnishing the actual cost of materials stored, present values, and condition of premises and of stock.
7. To annually report, for inclusion in the balance-sheet for the year, values of all existing assets of the Corporation.
8. To report upon and suggest desirable changes of policy, with a view of augmenting returns from and services of all revenue producing assets of the Corporation.
9. To act as valuer for purposes of the City Assessment from time to time as required.

The duties referred to in the first item of the schedule have since been transferred to the City Treasurer, and those under item nine are now vested in the City Assessor.

Subsequent to my appointment and on my recommendation the following matters have also been placed under the management and control of the Superintendent of Corporation Assets:—Public Baths, Exhibition Building in Prince Alfred Park, and the Public Conveniences, namely:—Queen Victoria Markets Buildings, Moore Street, Liverpool Street, Parker Lane, Darlington, Wharf Street, and George Street near Railway Station; and the control of the stores, material and stationery, these latter duties being such as are discharged by a Comptroller of Stores in England. The issue of hawkers' and porters' licenses, supervision of telephones and clocks in the Town Hall and other municipal buildings, the arrangements connected with Customs duties and rebates on imported materials, the distribution of rat poison, and the multifarious duties connected with the free issue and sale of garbage boxes consequent upon the regulations made by the Council, also come under the direct supervision of the head of the Assets Department, many of these duties having been imposed since the present occupant was appointed to the position.

The official staff, more or less under the direct control of the Superintendent of Corporation Assets, as revised to date is as follows,



namely :—General Office, Town Hall, three clerks and one engineer ; Stores, Town Hall, one storekeeper and two assistants ; Stores, Kent Street Dépôt, one storekeeper and thirteen labourers ; Stores, Electric Lighting Branch, one storekeeper ; Queen Victoria Markets Buildings, one clerk, two engineers, eighteen attendants, cleaners, etc. ; Fish Markets, Woolloomooloo, one inspector, three engineers, and seven attendants, cleaners, etc. ; Belmore Markets, one clerk, ten attendants, cleaners, etc. ; Small Stock Yards, Sussex Street, one inspector and three attendants ; Public Baths, two attendants ; Public Conveniences, twelve attendants ; Cattle Sale Yards, Homebush, one inspector and four attendants, cleaners, etc. ; Hawkers' Licenses, two inspectors—an aggregate of ninety.

The highest possible number of tenancies coming under the direct or indirect jurisdiction of the department is three hundred and twenty-eight. In 1899 there were two hundred and twenty-three tenants, and this number was increased in 1904 to three hundred and nine.

The following figures will show the progress which has been made financially in connection with the department. The capital value of the assets is placed at £801,507. At the end of the year before the appointment of a Superintendent of Corporation Assets, when the various assets were controlled by different departments without centralisation, the total revenue from all sources amounted to £37,451 and the total expenditure to £33,408, leaving a nett profit after making full allowance for all charges, including interest and sinking fund payments, of £4,043. At the end of the year 1904, after five years' management by a superintendent, the nett profit after making similar allowances was £8,781, the total revenue for 1904 being £43,281 and the total expenditure £34,500. These figures show on analysis an increase of £4,738, equivalent to 117·1 per cent. At the beginning of 1901, when the present Superintendent was appointed, the total revenue amounted to £42,920 and the total expenditure to £37,781, leaving a net profit of £5,159, whereas at the end of 1904 the total revenue amounted to £43,281 and the total expenditure to £34,500, leaving a nett profit of £8,781. In 1899, the year prior to his appointment, the percentage of expenditure to revenue, including interest and sinking fund payments, was 89·2, and at the end of 1904 the percentage of expenditure, including interest and sinking fund payments, to revenue was 79, a reduction of 10·2 per cent. in five years.

The following statement shows the receipts, expenditure and profit for each of the last five years :—

Year.	Receipts.			Expenditure.			Nett Profit.		
	£	s.	d.	£	s.	d.	£	s.	d.
1899	37,451	0	0	33,408	0	0	4,043	0	0
1900	42,920	0	0	37,761	0	0	5,159	0	0
1901	45,244	0	0	36,679	0	0	8,565	0	0
1902	46,551	0	0	33,982	0	0	12,569	0	0
1903	44,791	0	0	34,291	0	0	10,500	0	0
1904	43,281	0	0	34,500	0	0	8,781	0	0

I respectfully submit, therefore, that whilst in the first instance the appointment of an officer having the designation of Superintendent of Corporation Assets as the administrative head of a department may have been somewhat in the nature of an experiment, the experiment has been fully justified by excellent financial results as well as more direct, more

comprehensive, and better control in the administration of this particular branch of the Corporation service.

It may be remembered that at the end of the first year's working a considerable improvement had been effected, as testified in the report of my predecessor for the year 1900. The statement of facts and figures now submitted may be accepted as testimony in relation to the continued satisfactory progress of the department, and also as regards the energetic and painstaking manner in which the multifarious and important duties appertaining to the appointment are discharged by the present occupant of the office and his responsible subordinates, and that the retention of the office is very desirable in the interests of the Council and the interests of the citizens. Furthermore, so far as the personal supervision of myself as administrative head of the service is concerned, this is just as thorough and complete under present arrangements as it would be or could be if the department was abolished in its entirety and the staff comprising such department distributed amongst other departments.

Indeed, I may say that the supervision exercised at present could not possibly be extended or enlarged even if the staff of the Assets and Stores Department were made more directly subordinate instead of indirectly subordinate to myself as at present. It must not be forgotten when the conditions affecting this department are considered that the Superintendent of Corporation Assets acts as comptroller of all stores and material. Since this extension of duties was decided upon the work of the department has enormously increased, not only as regards actual clerical work, but as regards supervision and responsibility, and the stores and materials of the Council are better controlled and better managed than they have ever been heretofore. This statement can be corroborated by the Government Auditors if deemed necessary, they having borne unsolicited personal testimony in relation to this matter both to the Lord Mayor and myself. In this instance the policy of centralisation, which was adopted in 1899 and extended by the control of stores and materials being vested in the Assets Department in 1902, is, I submit, not only expedient but justifiable from the administrative standpoint, and the best argument which can be adduced in this regard is to point to the excellent results which have been achieved.

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### FIRE INSURANCE POLICIES.

The total amount covered by insurance against fire at the end of 1904 was £263,025, compared with £205,025 at the end of 1902, the aggregate annual premium payable being £1,050 2s 4d, as against £707 9s 11d for 1903. The large increase in the amount insured and the amount of the annual premium is accounted for owing to additional insurances which have been effected during the year in respect of the following properties and assets :—Civic furniture, Centennial Hall, £650 ; Electric Power Station, Pyrmont, buildings, £10,000 ; Electric Power Station, Pyrmont, machinery, £39,000 ; Electric Power Station, Pyrmont, chimney stack, £2,000 ; Electric Power Sub-station, Lang Park, buildings and machinery, £2,200 ; Electric Power Sub-station, Woolloomooloo, buildings and machinery, £600 ; Electric Power Sub-

station, Darlinghurst, buildings and machinery, £700 ; Electric Power Sub-station, Athlone Place, buildings and machinery, £600 ; Lavatory Buildings, Wharf Street, £300 ; Lord Mayor's Chain, £200 ; Pictures, Town Hall, £250 ; and Stables, Belvoir Street, Surry Hills, £700.

The condition in connection with the ordinary policies are of the same stringent and restrictive character as before, and as detailed reference thereto was made in my Annual Report for 1902, it is not necessary to repeat the observations then made.

Special reference is made elsewhere to the conditions governing the insurance on the electric lighting machinery.

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### FIRE INSURANCE, ACCIDENT AND BURGLARY POLICIES— ALLOCATION OF RISKS.

The following table shows the amount and the nature of the risk allotted to each Company or Society :—

Company.	Amount Covered.			Total.			Premium Payable.			Total.		
	£	s.	d.	£	s.	d.	£	s.	d.	£	s.	d.
THE ATLAS ASSURANCE COMPANY—												
Queen Victoria Markets Buildings, etc.	10,000	0	0				48	17	2			
Power Station, Pyrmont .. ..	2,000	0	0				13	7	0			
	<hr/>			12,000	0	0	<hr/>			62	4	2
AUSTRALIAN MUTUAL FIRE INSURANCE SOCIETY—												
Centennial Hall Buildings, etc. ..	10,000	0	0				17	3	0			
Fish Markets Buildings .. ..	800	0	0				2	1	7			
Kent Street Buildings .. ..	1,150	0	0				1	3	8			
Old Belmore Markets Buildings ..	400	0	0				1	17	0			
Old Exhibition Buildings .. ..	2,000	0	0				6	11	0			
Sussex Street Stores & Pig Markets	6,000	0	0				27	15	0			
Town Hall Buildings, Offices, etc.	7,060	0	0				12	7	11			
Bank and Dwelling, George Street Building and Post Office, 732	2,250	0	0				6	7	3			
George Street .. ..	1,250	0	0				1	5	9			
Building, Shop and Dwelling, 736												
George Street .. ..	1,250	0	0				2	19	6			
Building, Shop and Dwelling, 738												
George Street .. ..	1,250	0	0				3	10	9			
Building, part of Palace Hotel, 740												
George Street .. ..	1,250	0	0				3	10	9			
Building, Palace Hotel, 742 George Street .. ..	2,250	0	0				6	7	3			
	<hr/>			38,160	0	0	<hr/>			95	19	11
COLONIAL MUTUAL FIRE INSURANCE COMPANY, LIMITED—												
Queen Victoria Markets Buildings, etc.	10,000	0	0				48	17	2			
Queen Victoria Markets, Glass ..	2,500	0	0				20	0	0			
Queen Victoria Markets, Passenger Lifts, Public Risks .. ..	2,000	0	0				28	2	6			
Queen Victoria Markets, Goods Lifts, Public Risks .. ..	1,000	0	0				8	2	6			
Centennial Hall Buildings, Glass ..	2,365	0	0				23	13	0			
Town Hall Buildings, Glass .. ..	1,210	0	0				12	2	0			
Electric Power Station, Pyrmont, Machinery .. ..	2,500	0	0				16	14	1			
Pictures, Town Hall .. ..	250	0	0				0	12	11			
Electric Power Sub-station, Woolloomooloo, Machinery ..	300	0	0				1	12	1			
	<hr/>			22,125	0	0	<hr/>			159	16	3

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Company.	Amount Covered.		Total.		Premium Payable.		Total.	
	£	s. d.	£	s. d.	£	s. d.	£	s. d.
<b>COMMERCIAL UNION FIRE ASSURANCE COMPANY, LIMITED—</b>								
Stables, Belvoir Street .. ..	700	0 0			2	4 6		
Electric Power Station, Pyrmont, Buildings .. ..	1,500	0 0			8	10 11		
Electric Power Station, Pyrmont, Machinery .. ..	3,500	0 0			23	7 10		
Town Hall Organ, etc. .. ..	4,562	10 0			21	2 2		
Printed Music, Town Hall Organ	100	0 0			0	9 3		
Queen Victoria Markets Buildings	10,000	0 0			48	17 2		
			20,362	10 0			104	11 10
<b>LIVERPOOL AND LONDON AND GLOBE INSURANCE COMPANY, LIMITED—</b>								
Cattle Sale Yards Buildings ..	1,500	0 0			1	18 10		
Electric Power Station, Pyrmont, Chimney Stack .. ..	2,000	0 0			5	0 0		
Electric Power Station, Pyrmont, Buildings .. ..	1,500	0 0			8	10 11		
Electric Power Station, Pyrmont, Machinery .. ..	3,500	0 0			23	7 10		
Hay and Parker Street Buildings	3,500	0 0			13	16 6		
Kent Street Depot Buildings ..	500	0 0			1	11 0		
Kent Street Depot, wooden blocks	2,500	0 0			12	17 3		
			15,000	0 0			67	2 4
<b>LONDON AND LANCASHIRE INSURANCE COMPANY, LIMITED—</b>								
Centennial Hall Buildings ..	10,000	0 0			17	3 0		
Electric Power Station, Pyrmont, Buildings .. ..	2,000	0 0			11	7 7		
Electric Power Station, Pyrmont, Machinery .. ..	4,500	0 0			30	1 6		
Lord Mayor's Chain, Town Hall ..	200	0 0			0	11 7		
Civic Furniture, Centennial Hall..	650	0 0			1	6 10		
Electric Power Sub-station, Athlone Place, Machinery ..	300	0 0			1	3 10		
			17,650	0 0			61	14 4
<b>MERCANTILE MUTUAL INSURANCE COMPANY, LIMITED—</b>								
Centennial Hall Buildings ..	10,000	0 0			17	3 0		
Electric Power Sub-station, Buildings, etc., Town Hall ..	7,500	0 0			14	8 9		
Fish Markets Buildings .. ..	800	0 0			2	1 7		
Old Belmore Markets Buildings ..	400	0 0			1	17 0		
Town Hall Buildings .. ..	7,060	0 0			12	7 11		
Garbage Destructor Chimney Stack	500	0 0			0	19 3		
Lavatory Buildings, Moore Park	200	0 0			0	5 0		
Lavatory Buildings, Wharf Street	300	0 0			0	6 5		
Electric Power Station, Pyrmont, Machinery .. ..	2,000	0 0			13	7 0		
			28,760	0 0			62	15 11
<b>NEW ZEALAND FIRE &amp; MARINE INSURANCE COMPANY—</b>								
Centennial Hall Buildings ..	10,000	0 0			17	3 0		
Electric Power Station, Pyrmont, Machinery .. ..	3,000	0 0			20	0 11		
Electric Power Sub-station, Darlington, Buildings ..	400	0 0			1	1 10		
Electric Power Sub-station, Darlington, Machinery ..	300	0 0			1	3 10		
Electric Power Sub-station, Athlone Place, Buildings ..	300	0 0			0	16 4		
			14,000	0 0			40	5 11



Company.	Amount Covered.		Total.		Premium Payable.		Total.	
	£	s. d.	£	s. d.	£	s. d.	£	s. d.
<b>NEW ZEALAND ACCIDENT INSURANCE COMPANY—</b>								
Lord Mayor's Chain, Town Hall, Burglary .. .. .	250	0 0	250	0 0	5	0 0	5	0 0
<b>NORTH QUEENSLAND INSURANCE COMPANY, LIMITED—</b>								
Fish Markets Buildings .. .. .	800	0 0			2	1 7		
Old Belmore Markets Buildings ..	400	0 0			1	17 0		
Town Hall Buildings .. .. .	7,060	0 0			12	7 11		
Electric Power Station, Pyrmont, Buildings .. .. .	1,000	0 0			5	13 11		
Electric Power Station, Pyrmont, Machinery .. .. .	3,000	0 0			20	0 11		
			12,260	0 0			42	1 4
<b>NORWICH UNION FIRE INSURANCE SOCIETY—</b>								
Fish Markets Buildings .. .. .	800	0 0			2	1 7		
Old Belmore Markets Buildings ..	400	0 0			1	17 0		
Town Hall Organ .. .. .	4,562	10 0			21	2 2		
Town Hall Buildings .. .. .	7,060	0 0			12	7 11		
Electric Power Station, Pyrmont, Buildings .. .. .	1,000	0 0			5	13 11		
Electric Power Station, Pyrmont, Machinery .. .. .	3,000	0 0			20	0 11		
			16,822	10 0			63	3 6
<b>OCEAN ACCIDENT AND GUARANTEE CORPORATION, LIMITED—</b>								
Electrical Staff and Employees ..	6,000	0 0	6,000	0 0	100	0 0	100	0 0
<b>ROYAL INSURANCE COMPANY—</b>								
Centennial Hall Buildings .. .. .	10,000	0 0			17	3 0		
Town Hall Organ .. .. .	4,562	10 0			21	2 2		
Electric Power Station, Pyrmont, Machinery .. .. .	2,000	0 0			13	7 0		
			16,562	10 0			51	12 2
<b>ROYAL EXCHANGE ASSURANCE COMPANY—</b>								
Electric Power Station, Pyrmont, Building .. .. .	2,000	0 0			11	7 7		
Electric Power Station, Pyrmont, Machinery .. .. .	5,000	0 0			33	8 4		
Electric Power Sub-station, Lang Park, Buildings .. .. .	400	0 0			1	1 10		
Electric Power Sub-station, Lang Park, Machinery .. .. .	1,800	0 0			7	2 11		
Electric Power Sub-station, Woolloomooloo, Buildings ..	300	0 0			1	4 7		
			9,500	0 0			54	5 3
<b>SCOTTISH UNION AND NATIONAL INSURANCE COMPANY—</b>								
Queen Victoria Markets Buildings	10,000	0 0			48	17 2		
Electric Power Station, Pyrmont, Machinery .. .. .	2,000	0 0			13	7 0		
			12,000	0 0			62	4 2
<b>SOUTH BRITISH FIRE &amp; MARINE INSURANCE COMPANY—</b>								
Fish Markets Buildings .. .. .	800	0 0			2	1 7		
Old Belmore Markets Buildings ..	400	0 0			1	17 0		
Town Hall Buildings .. .. .	7,060	0 0			12	7 11		
Electric Power Station, Pyrmont, Buildings .. .. .	1,000	0 0			5	13 11		
Electric Power Station, Pyrmont, Machinery .. .. .	2,000	0 0			13	7 0		
			11,260	0 0			35	7 5

Company.	Amount Covered.			Total. Premium Payable.			Total.			
	£	s.	d.	£	s.	d.	£	s.	d.	
UNITED INSURANCE COMPANY—										
Town Hall Organ .. ..	4,562	10	0				21	2	2	
Public Baths Buildings, Prymont	1,000	0	0				10	5	0	
Electric Power Station, Pyrmont, Machinery .. ..	1,000	0	0				5	13	11	
Queen Victoria Markets Buildings	10,000	0	0				48	17	2	
				16,562	10	0		85	18	3
VICTORIA INSURANCE COMPANY—										
Guarantees of Officers .. ..	7,750	0	0				29	6	3	
				7,750	0	0		29	6	3

\* \* \*

### FIRE INSURANCE—SCHEDULE OF ASSETS INSURED.

The policies effected by the Council all fall due on the 1st January in each year, and are distributed over the Corporation Assets as set out in the following tables:—

No.	Assets.	Amount Covered.			Premium, &c., Payable.		
		£	s.	d.	£	s.	d.
1.	Cattle Sale Yards, Homebush .. ..	1,500			1	18	10
2.	Centennial Hall Buildings .. ..	50,000			85	15	0
3.	Centennial Hall Buildings, Plate Glass .. ..	2,365			23	13	0
4.	Civic Furniture, Centennial Hall .. ..	650			1	6	10
5.	Electric Power Station, Buildings, Pyrmont .. ..	10,000			56	18	9
6.	Electric Power Station, Machinery, Pyrmont .. ..	39,000			260	10	10
7.	Electric Power Station, Chimney Stack, Pyrmont .. ..	2,000			5	0	0
8.	Electric Power Sub-station, Town Hall .. ..	7,500			14	8	9
9.	Electric Power Sub-station, Buildings, Lang Park .. ..	400			1	1	10
10.	Electric Power Sub-station, Machinery, Lang Park .. ..	1,800			7	2	11
11.	Electric Power Sub-station, Buildings, Woolloomooloo .. ..	300			1	4	7
12.	Electric Power Sub-station, Machinery, Woolloomooloo .. ..	300			1	12	1
13.	Electric Power Sub-station, Buildings, Darlinghurst .. ..	400			1	1	10
14.	Electric Power Sub-station, Machinery, Darlinghurst .. ..	300			1	3	10
15.	Electric Power Sub-station, Buildings, Athlone Place .. ..	300			0	16	0
16.	Electric Power Sub-station, Machinery, Athlone Place .. ..	300			1	3	10
17.	Fish Markets, Woolloomooloo .. ..	4,000			10	7	11
18.	Garbage Destructor, Chimney Stack .. ..	500			0	19	3
19.	Hay and Parker Streets Buildings .. ..	3,500			13	16	6
20.	Kent Street Buildings .. ..	1,150			1	3	8
21.	Kent Street Buildings .. ..	500			1	11	0
22.	Kent Street Depot, Wooden Blocks .. ..	2,500			12	17	3
23.	Lavatory Buildings, Moore Park .. ..	200			0	5	0
24.	Lavatory Buildings, Wharf Street .. ..	300			0	6	5
25.	Lord Mayor's Chain, Town Hall (Fire) .. ..	200			0	11	7
26.	Old Belmore Markets Buildings .. ..	2,000			9	5	0
27.	Old Exhibition Buildings .. ..	2,000			6	11	0
28.	Organ, Centennial Hall .. ..	18,250			84	8	8
29.	Printed Music, Town Hall Organ .. ..	100			0	9	3
30.	Public Baths Buildings, Pyrmont .. ..	1,000			10	5	0
31.	Pictures, Town Hall .. ..	250			0	12	11
32.	Queen Victoria Markets, Buildings .. ..	50,000			244	5	10
33.	Queen Victoria Markets, Plate Glass .. ..	2,500			20	0	0
34.	Queen Victoria Markets, Goods Lifts .. ..	1,000			8	2	6
35.	Queen Victoria Markets, Passenger Lifts .. ..	2,000			28	2	6
36.	Stables, Belvoir Street, Surry Hills .. ..	700			2	4	6
37.	Sussex Street Stores, Corporation Buildings, and Pig Markets .. ..	6,000			27	15	0
38.	Town Hall Buildings and Offices .. ..	35,300			61	19	7
39.	Town Hall, Plate Glass .. ..	1,210			12	2	0
	<b>Total .. ..</b>	<b>£252,275</b>			<b>£1,023</b>	<b>1</b>	<b>7</b>

In addition to the foregoing, the following assets are also insured in the name of the Municipal Council of Sydney, but in these cases the premiums are payable by the respective tenants in terms of their leases :—

No.	Assets.					Amount Covered.	Premium Payable.
						£	£ s d
1.	Bank, corner of Campbell Street and George Street	..				2,250	6 7 3
2.	Post Office, 732 George Street	..	..	..	..	1,250	1 5 9
3.	Building, 734 George Street	..	..	..	..	1,250	2 19 6
4.	Shop and Building, 736 George Street	..	..	..	..	1,250	2 19 6
5.	Shop, 738 George Street	..	..	..	..	1,250	3 10 9
6.	Building, 740 George Street	..	..	..	..	1,250	3 10 9
7.	Hotel, 742 George Street	..	..	..	..	2,250	6 7 3
Total						£10,750	£27 0 9

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### GUARANTEED OFFICERS.

The following statement shows the names of all guaranteed officers, the nature of the office, the salary paid to each officer guaranteed, the amount guaranteed, and the amount of premium payable in respect of each guarantee for the year 1904:—

Officer.	Office.					Salary 1904.	Amount Guaranteed.	Annual Premiums Payable.
						£	£	£ s d
Thomas H. Nesbitt	.. Town Clerk	..	..	..	..	1,200	1,000	3 15 0
William G. Layton	.. Chief Clerk	..	..	..	..	500	250	0 18 9
Percy S. Dawson	.. City Solicitor	..	..	..	..	750	1,000	3 15 0
S. H. Solomon	.. City Treasurer	..	..	..	..	600	1,000	3 15 0
J. Neale Breden	.. Superintendent of Corporation Assets	..	..	..	..	450	250	0 18 9
E. Johnson	.. Paymaster and Timekeeper	..	..	..	..	275	500	1 17 6
R. C. Robertson	.. Cashier	..	..	..	..	225	1,000	3 15 0
W. R. Croker	.. Chief Rate Notice Server	..	..	..	..	175	200	0 15 0
J. W. Milne	.. Rate Notice Server	..	..	..	..	156	100	0 7 6
S. Bray	.. Rate Notice Server	..	..	..	..	156	100	0 7 6
E. Jones	.. Rate Notice Server	..	..	..	..	156	100	0 7 6
M. Bowden	.. Assistant Rate Notice Server	..	..	..	..	130	100	0 7 6
J. Geoghegan	.. Assistant Rate Notice Server	..	..	..	..	130	100	0 7 6
F. W. Baird	.. Assistant Rate Notice Server and Assistant Cashier	..	..	..	..	130	250	0 18 9
H. L. Primrose	.. Clerk	..	..	..	..	104	250	0 18 9
W. B. Riley	.. Junior Clerk	..	..	..	..	78	200	0 15 0
J. Stewart	.. Collector	..	..	..	..	130	150	0 11 3
T. Lutton	.. Clerk, Belmore Markets	..	..	..	..	225	200	0 15 0
James Barry	.. Inspector, Fish Markets	..	..	..	..	225	150	0 11 3
Hugh Gordon	.. Inspector, Homebush Sale Yards	..	..	..	..	340	200	0 15 0
G. Weldon	.. Inspector, Small Stock Yards	..	..	..	..	175	150	0 11 3
W. J. Plunkett	.. Clerk, Queen Victoria Markets	..	..	..	..	200	250	0 18 9
H. Geary	.. Inspector of Hawkers and Porters	..	..	..	..	156	50	0 3 9
J. J. O'Brien	.. Inspector of Hawkers	..	..	..	..	156	50	0 3 9
H. Hellings	.. Superintendent of Baths	..	..	..	..	156	100	0 7 6
John Barry	.. Warrant Officer	..	..	..	..	156	50	0 3 9

The only re-arrangement made during the past year was to reduce the amount of the guarantee in the case of Mr. W. J. Plunkett, Clerk, Queen Victoria Markets, from £450 to £250, and to guarantee Mr. W. J. Riley, Clerk in the Treasury Department, in the sum of £200, the aggregate amount guaranteed being the same as heretofore, namely, £7,750, at an annual cost in premiums of £29 1s 3d, the rate being 7s 6d per cent.

The officers are guaranteed by the Victoria General Insurance and Guarantee Company, Limited, the same policy as was in effect in 1902 being still in active operation, the conditions of guarantee being exactly similar to those detailed at length in my report for 1902.

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### OFFICERS' GUARANTEES—CONDITIONS.

Towards the close of last year I made a special investigation of the conditions applicable under the guarantee effected by the Council as regards the fidelity of the officers, giving particular attention to the forms of proposal and the engagements entered into on behalf of the Council when the proposals were made. On perusing the forms of proposal and the employers' reports thereon I find that the most important questions to be answered by the employers are the following :—

1. The nature of the intended duties and responsibilities of the officer to be guaranteed.
2. The amount which it is likely will at any time be entrusted to the custody of the officer and the probable period of its retention by him.
3. The checks which will be used to secure accuracy in his accounts, and when and how often will they be balanced and closed.

As pointed out in my Annual Report for 1902, the replies to question 1 vary according to the position and duties of the officer. The same observation applies to question 2, and it is not necessary to enter into detail at the present time.

With regard, however, to question 3, this is very important. The responsibility of checking is in actual practice divided between the General Auditor and the City Treasurer, the former being practically responsible for applying and enforcing such checks and tests as may be desirable, in addition to any which may have been entered in the form of proposal in all cases, excepting the City Treasurer, Cashier, and the Rate Notice Servers and Collectors. The following are the particulars relating to each officer guaranteed under present conditions and the practice now in operation.

The Town Clerk does not keep any accounts, but he frequently receives cheques, postal orders, etc., by post in liquidation of debts and accounts due to the Council. These cheques, etc., are invariably forwarded to the City Treasurer immediately upon receipt after being entered in a register, which is signed by the City Treasurer, and this is accepted as a discharge of liability and responsibility so far as the Town Clerk is concerned.

In the case of the Chief Clerk, occasionally about £50, principally cheques, is entrusted to his custody, and the accounts relating thereto are checked periodically by the General Auditor without notice, and compared and balanced with the Treasury returns.

The City Solicitor is not entrusted with any set sum, but any amount collected by him is forwarded to the Town Clerk the same day.



The City Treasurer has from £500 to £3,000 in his custody at one time, composed principally of Corporation crossed cheques, and the period of retention does not exceed twenty-four hours, the banking being done regularly each day. The City Treasurer in the employers' form of proposal is stated to be "subject to the usual check of audit," and this audit check is a check imposed by the Council's internal General Auditor from time to time, in addition to the checks and tests applied by the Government Auditors in examining the books and accounts at the expiration of each half year. The accounts of the City Treasurer are balanced quarterly, and a continuous check is maintained by the General Auditor, who initials all cheques drawn and subsequently examines and verifies the discharged vouchers.

The Paymaster has about £1,800 in his custody on workmen's pay days, and all pay sheets, pay tickets, orders, and vouchers, etc., are examined and checked weekly by the General Auditor.

The Cashier has approximately a sum of £1,000 in his custody for any one day, and all accounts are checked daily by the General Auditor.

In the case of the Rate Servers, Assistant Cashiers, and Clerks in the Treasury Department, approximately £50 will be in the custody of each individual at one time for any one day. In all these cases carbon receipt books containing twenty-five receipts are issued by the General Auditor, and these receipt books are checked daily by the Rate Ledger Keeper and periodically examined by the General Auditor.

The Rent and General Collector has an amount varying from £50 to £150 in his possession on any one day. The counterfoils of the carbon receipt books, which are supplied by the General Auditor, are examined weekly by that officer, and the cash book is examined and balanced with the Treasury returns.

The Superintendent of Corporation Assets, the Inspector at the Cattle Sale Yards, and the Clerk at the Queen Victoria Markets do not keep any accounts, and any occasional amount which may come into their hands on behalf of the Council is immediately paid into the Treasury.

The Inspector of the Small Stock Yards will have about £25 in hand at one time. Daily payments are made by this officer into the Treasury and an audit is made periodically by the General Auditor, and the cash book examined and balanced with the Treasury returns.

The Clerk of the Belmore Markets has about £40 in his charge on any one day. The daily payments are regularly noted and a fortnightly audit is made by the General Auditor, and the books examined and balanced with the Treasury return.

The Clerk of the Fish Markets has about £30 in his charge on any one day. The daily payments are regularly noted and a general fortnightly audit is made by the General Auditor, and the cash books examined and balanced with the Treasury returns.

The Inspectors of Hawkers have about £15 each in hand on any one day. Licenses of face value are issued to the Inspectors, who sign for the same; the collections made by them are paid in every second day to the Clerk of the Belmore Markets, who examines the officers' books. A continuous and general check is maintained by the General Auditor.

The Caretaker of the Baths at Pyrmont receives about £7 per week in fees, and payments are made into the Treasury once in each week. The weekly payments are noted, and the turnstiles are checked monthly.

The Warrant Officer has about £10 in hand on any one day. The greater part of this amount is collected in the Court Room ; all collections are paid into the Central Police Court Office on the day of collection. Monthly returns are furnished by the Court Officer, and the books, etc., are examined by the General Auditor.

It will be seen from the foregoing particulars that every possible precaution is taken to maintain an efficient check and to enforce prompt payment into the Treasury. On calling for reports from the City Treasurer and General Auditor I have received certificates that the obligations imposed under the employers' reports on the forms of proposal are practically carried out in their entirety, and additional tests are made and checks imposed from time to time. The General Auditor, however, has reported that on an examination of the original documents in the possession of the Victoria Guarantee Insurance Company made under my instructions, he is of opinion that as these documents were compiled about six years ago and the conditions as set out in the proposed forms have slightly altered in several cases, an amended set of proposal forms containing the conditions, now in operation, should be forwarded to the Company in lieu of those deposited by them. On receipt of this report I immediately communicated with the Company, and the amended set of proposal forms has been deposited and accepted by the Company, and the policy endorsed accordingly. The conditions embodied in the policy are the usual conditions, though the periods vary to some extent compared with conditions operating in England. For instance, as I have observed on a previous occasion, six months ought to be inserted in all cases where three months is stated, the longer period being, in my opinion, necessary so as to cover the period of official audit ; and I hope that during the current year the Finance Committee will authorise an amendment on the lines suggested, as I do not anticipate any difficulty on the part of the Company.

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### OFFICERS' ATTENDANCE BOOK.

The unpunctual attendance of certain officers in the morning has frequently given rise to much adverse comment, and I have been obliged to direct attention to the matter on more than one occasion. During the past year, however, it was imperatively necessary in the interests of discipline to take drastic action in order to secure regularity and punctuality in attendance. Inspections of the time book provided for recording the arrival and departure of officers clearly showed that much irregularity existed in certain quarters, and that it appeared to have become the practice for a number of officers to refrain from signing such book, in direct contravention of the Council's instructions. I therefore issued a minute intimating that this irregularity would not be permitted to continue, and all officers were informed that the regulations with regard to recording the time of arrival and departure would be rigidly enforced, and any breach thereof would render it necessary for the officer offending to be severely dealt with.

These regulations are as follow :—

1. The time of attendance at the Town Hall is 9 a.m.
2. The time of departure from the Town Hall is 4.30 p.m. each day except Saturdays, when the time of departure is 12 noon.
3. Each officer on arriving at and departing from the Town Hall is required to sign the time book in the custody of the hall porter, and enter in such book the exact time of arrival.
4. Punctually at 9.15 each morning the time book will be removed from the hall by the hall porter and taken to the Town Clerk's Room, and no officer will be allowed to sign the time book after that time.
5. Any officer arriving after 9.15 a.m. must personally interview the Town Clerk and furnish a satisfactory explanation of his unpunctuality, otherwise the matter will be reported to the Finance Committee.
6. Any officer late twice in any one week will render himself liable to censure.
7. Any officer late four times in any one month will render himself liable to suspension, and where unpunctuality is persisted in after reprimand an officer will render himself liable to dismissal.
8. It is not only imperative that the time book should be signed not later than 9.15 a.m., but that it should be signed on the departure of the officer from the Town Hall on the termination of his duties, and the regulations as to omission apply equally to the time of departure as to time of arrival.
9. These regulations and requirements apply to all officers—senior and junior—other than the official heads of departments, and all officers, senior and junior, other than the heads of departments, are required to act accordingly, as under no circumstances can any exception be made.

A copy of the minute, with a copy of the regulations, was forwarded to the head of each department, accompanied by a request that the terms of the minute and regulations might be communicated to each member of the staff in each department, and this was done accordingly. I am glad to be able to report that there has been a marked improvement in punctuality and regularity, and there has been no occasion to make any further complaint.

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### CITY IMPROVEMENTS—CIRCULAR QUAY.

The condition of the premises formerly known as the "Ship Inn," situated at the corner of Pitt street and Circular Quay, called for immediate action on the part of the Council early in the year. The premises had been resumed by the Government and subsequently vested in the Railway Commissioners, who received from the tenants in occupation a total annual rental of two hundred and twenty-one pounds. The Railway Commissioners, on being approached with regard to the removal of the premises, which the Council considered unsightly and dangerous owing to their objectionable and dilapidated condition, intimated that the matter of removal had received careful consideration and that they were in receipt of a substantial rent from the property, although such

rent in itself represented but a small contribution towards the capital outlay for the cost of acquiring the premises, but that they were not prepared at the time to demolish them.

The Council, on further considering the matter, decided that a visit of inspection should be made by the Health Committee and the Works Committee, and in accordance with this resolution the Committees named, accompanied by the Lord Mayor, the Town Clerk, the City Surveyor, the City Building Surveyor, the City Health Officer, and the Inspector of Nuisances, visited and inspected the premises, special attention being directed to structural and sanitary conditions irrespective of the objectionable and unsightly character of the building.

From reports which were subsequently submitted by the responsible officers of the Council it appeared that while the main building seemed to be structurally sound and of ample strength it presented on one side an appearance of dilapidation and decay largely attributable to the demolition of portions of its own structure and of walls of other buildings which formerly abutted on it.

At this stage a communication was received from the Railway Commissioners stating that after careful consideration they had come to the conclusion that it was desirable the premises should be demolished, and arrangements would be made for having them pulled down. In regard to the utilisation of the land, it was pointed out that the Commissioners will probably ultimately want a portion of it in connection with additional tramway accommodation, but in the meantime it was thought that it might be agreeable to the Council to let them have the use of the land temporarily so that it might be turned into a small reserve, some ornamental plants being placed within the enclosure until required by the Railway Commissioners, the Council to pay an acknowledgment rental of one shilling per annum to recognise the Commissioners' ownership. It was further stated that if the Council would lease and fence as suggested it would obviate the necessity for woodblocking a portion of the land in question.

The Health Committee decided to make a recommendation to the Council that the arrangements suggested by the Railway Commissioners should be agreed to, and this recommendation was subsequently approved and adopted by the Council.

With regard to the treatment of the small area of ground leased to the Council by the Railway Commissioners as a "plantation reserve," the Health Committee decided that after taking a strip of about six feet in width off the Alfred Street frontage for the purpose of forming a footway the whole should be fenced with a light iron railing, the ground thoroughly trenched, manured and drained, and a border of buffalo grass planted all round about ten feet wide, the remaining portion being planted with flowering shrubs, palms and other sub-tropical plants. The cost of laying trachyte kerb and tarpaving footway where required round the reserve was estimated at £75.

Shortly after the Health Committee's recommendation with regard to the treatment of the land had been confirmed by the Council, a number of ratepayers, owners, and occupiers of properties fronting the Circular Quay, Pitt Street, etc., asked that the proposal should be reconsidered, and petitioned that their objections to the work being carried out as proposed should be taken into consideration by the Council. The



proposal to which strong objection was taken was the erection of a fence around the vacant land without any openings or rights-of-way being provided for the free access of ferry travellers to the frontages occupied by the petitioners. It was urged in support of the petition that the proposed enclosure would be of no advantage to, but really would be against the interests of the general travelling public, that it would have the effect of diverting the traffic to such an extent that it would seriously interfere with the business of the petitioners, and that if the work was carried out as proposed the value of the sites as business stands would be decreased considerably.

On behalf of the owners and lessees of properties adjacent, representations were made to the Inspector-General of Police that they were desirous that the whole of the area should not be enclosed in any way, they being of opinion that, considering the existing lines of tramways on each side of the area and the enormous vehicular and pedestrian traffic on and about the area, it would conduce to the safety of the public to leave the area unenclosed, and the consideration of the Inspector-General of Police was requested, more especially from the public safety and convenience point of view. It was at the same time represented to the Inspector-General of Police that if it was necessary to enclose any portion of the area, only that portion previously occupied by the "Ship Inn" should be enclosed, and, in particular, that an alleged right-of-way, which it was stated had existed for many years, should be allowed to remain.

From subsequent reports presented to the Inspector-General of Police it appeared that the police were of opinion that there was sufficient accommodation for vehicular and other traffic at the Circular Quay without throwing the site open to the public, a site which the police remarked the City Council and the Railway Commissioners contemplated fencing in and planting so as to improve the appearance of the place. It also appeared from the police reports that the alleged right-of-way was only a private lane—never dedicated or taken over by the City Council—for the use of the tenants in the old buildings which were demolished, and could not be used by vehicles, and the police saw no reason for interference as far as the vehicular traffic was concerned.

A further communication from the Railway Commissioners showed that certain portions of the land which the Council proposed to fence in were not in the possession of the Commissioners when the lease was entered into, and the Commissioners expressed the opinion that such portion should not be enclosed, as it formed a convenient access between Pitt Street and the Circular Quay.

Having regard to this new development the Health Committee decided to take no further action in the matter, and the Council having confirmed the recommendation the matter closed.

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#### CITY IMPROVEMENTS—BARTLEY STREET WIDENING.

In the year 1900 suggestions were made to the Council with regard to the improvement which would be effected in widening Bartley Street, off Abercrombie Street, by removing a dwelling-house standing in the middle of the street and nearly blocking up the end of it at Dale Street,

Bartley Street being only twenty-two feet wide at the point referred to instead of sixty-four feet, as in other portions of the street. After protracted negotiations extending over four years, the dwelling-house, which was an eyesore to the surrounding owners and occupiers, was purchased for the sum of £180, and the improvement carried out to the satisfaction of all residing in the neighbourhood.

The City Surveyor, in reporting upon the matter, directed attention to the fact that the resumption of the one house in Bartley Street will necessitate a still further resumption in order to obtain the required width of sixty feet. Negotiations for the further resumption necessary were entered into, but satisfactory arrangements could not be made. The land required was seven feet frontage, for which the Council offered £60, part of an allotment of vacant land eighteen feet by fifty-four feet, and by resuming the seven feet the owner would have left only eleven feet frontage and tapering to a point at the rear. The portion left would not be sufficient for practical building purposes, and would, it was claimed, involve a loss to the owner unless the land could be sold to the adjoining owner, to whom it would be an advantage, as he would then possess the corner at the junction of Dale Street and Bartley Street.

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#### CITY IMPROVEMENTS—WIDENING ROADWAY, SYDNEY CRICKET GROUND.

The Trustees of the Sydney Cricket Ground intimated by letter in January, 1904, that if the Council would undertake the widening of the roadway between the northern and southern gates of the Sydney Cricket Ground to an extent of about eighteen feet, the Trustees would agree to pay to the Council the sum of sixty pounds per annum for all time, conditionally that the Council maintained the roadway in a good state of repair. The City Surveyor having reported that the offer was a reasonable one, and recommended its acceptance, more especially as the Cricket Ground Trustees intended spending money on further improvements outside in the event of the Council doing the roadway, the Works Committee recommended that the suggested widening should be carried out at an estimated cost of about £700, and the recommendation was approved and confirmed by Council.

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#### CENTRAL RAILWAY STATION—SUBDIVISION OF SURPLUS GOVERNMENT LAND.

In May last the Council had under consideration certain plans received from the Public Works Department showing the proposed subdivision of surplus lands which had been resumed by the Government in connection with the New Central Railway Station.

One of these plans showed thirty-eight allotments on the eastern side fronting Castlereagh Street, Elizabeth Street and Randle Street. The width of the proposed streets and lanes in this subdivision was

found to be in conformity with the provisions and requirements of the Sydney Corporation Act, and no objection was made with regard thereto.

With reference to the proposed subdivision of the surplus land bounded by George Street, Pitt Street and Rawson Place, it was found that the ten feet right-of-way was not in accordance with the requirements of the Act and ought to be widened to a twenty feet lane before dedication was accepted. The City Surveyor reported that the streets and other lanes were in accordance with the requirements of the Corporation Act, but that all new thoroughfares, streets and lanes should be formed, ballasted, tarmetalled, kerbed, guttered and drained satisfactorily to approved levels before being formally adopted and taken over by the Council, upon whom future maintenance would devolve. In the case of Rawson Place, which was entirely unformed, it was pointed out that it would be good policy, seeing that this street as an artery between Pitt Street and George Street would be subject to heavy vehicular traffic, causing much wear and tear of the surface of the roadway, to woodblock it right away, towards the cost of which the Council might contribute say one-third.

On the matter coming before the General Purposes Committee it was urged that an investigation of the plans showed that the proposals for subdivision did not go far enough, as they did not comply with the provisions of the Sydney Corporation Act or the City Improvement Act as regards the width of streets and lanes. It was further argued that whilst the Government had expended a large sum of money on the new station, judging by the subdivision submitted, the allotments were neither fit for business nor residential purposes, and the want of public spirit on the part of the Government was apparent and was much to be regretted. In support of this view a resolution was submitted to the effect that the City Council view with great regret the proposal of the State Government to subdivide the land adjoining the new Railway Station with allotments unworthy of the streets on which they abutted, and with back lanes so narrow as to constitute in the near future a grave menace to public health, and that such resolution should be conveyed to the Hon. the Minister for Works without delay, with the expression of a hope that in the interests and welfare of the City the plan of subdivision would be reconsidered by the Government before the land was offered for sale.

This resolution was rejected by the General Purposes Committee, and it was finally resolved that the Lord Mayor and the Town Clerk should wait upon the Hon. the Minister for Works with a view to urging upon the Government the necessity for complying with the provisions of Section 14 of the City of Sydney Improvement Act and Section 76 of the Sydney Corporation Act, and to submit a request that the State Government should submit plans and sections in accordance with the requirements of the respective Acts, otherwise the Council would have to enter their protest accordingly against the sale of the surplus lands as advertised.

Action was taken accordingly, and resulted in the wishes of the Council being complied with, while the recommendations of the City Surveyor with regard to the formation of the streets and lanes were also adopted and approved, and the Public Works Department informed accordingly.

## MUNICIPAL DEPOTS.

The provision of suitable municipal depôts has long been a crying necessity in the interests of efficient and economical management and administration, and I had occasion to refer to the matter in my Annual Reports for 1902 and 1903, and on the 30th December, 1903, a contract was entered into with Messrs. MacKellar and Wilson for the erection of a building in connection with a Town Yard and Municipal Depôt upon property belonging to the Council at Belvoir Street and College Street, Strawberry Hills, the date of order to commence the work being 31st December, 1903, and the works were finally completed on 23rd March, 1904. The work consisted of the construction of a large shed with brick walls, at the back overlooking Messrs. Goodlet and Smith's clay pit, and at the two ends carried on concrete foundations, containing two water-closets and urinals enclosed by brick walls, and nine horse stalls with two loose boxes. The main building is roofed in two spans of full length with timber, with six inch by six inch posts at the centre and front supporting the roof plates, the tie beams being six inches by two and a half inches, and rafters four inches by two and a half inches, with three inch by two inch struts. The roof is covered with galvanised corrugated iron on battens. At the centre of the building is a large open transverse shed similar in construction as regards the roof, posts, etc., as the main block, and connected directly with the same. The total area covered by these buildings is 5340 square feet, which will be used for the storage of metal, etc., and for carts and horses as required. The total cost of this work, including the removal and the re-erection of fence in College Street, new gates, etc., was £774 17s 6d. A comparatively small and almost infinitesimal beginning, it may be, but a step in the direction of progress nevertheless.

The contract was satisfactorily executed.

\* \* \*

## CONFERENCE—POLLUTION OF THE CATCHMENT AREA.

A conference of City and Suburban Aldermen and Aldermen representing municipal districts and boroughs outside the Metropolitan area, convened for the purpose of considering the advisability of approaching the Hon. the State Premier with respect to the alleged nuisances existing or likely to be occasioned on the Catchment Area of the Sydney water supply, was held in the Town Hall in the early part of June, 1904.

The Lord Mayor presided, supported by a number of the City Aldermen and the City and Suburban Municipal representatives on the Metropolitan Board of Water Supply and Sewerage.

The Lord Mayor explained that the conference had been convened as the result of an addendum to a Mayoral minute presented to the City Council at the previous meeting. Certain representations had been made by the Engineer-in-Chief and the President of the Water and Sewerage Board, and it had been made so clear by these representations that the water supply was in danger of being polluted that he considered the time had arrived for something to be done.



The conference, after discussion, unanimously resolved, on the motion of Alderman G. Sparkes, Mayor of Camperdown—"That the hearty co-operation of the Suburban and other Councils affected be accorded to the City Council in the matter of the preservation of the purity of the water supply, and that the members of all the Councils join in a deputation to the State Premier on a date to be fixed."

\* \* \*

#### PUBLIC CONVENIENCES—MOORE STREET.

From time to time numerous complaints have been received with regard to the insufficiency of the water-closet accommodation attached to the public conveniences in Moore Street, and with a view to removing the cause of complaint the City Building Surveyor and the Superintendent of Corporation Assets furnished reports on proposed extensions, and alternative plans were also submitted.

Tenders were invited, and the lowest tender, that of Messrs. Baldwin Brothers, was accepted for £219 9s 9d. The new work was carried out in conformity with the existing work.

\* \* \*

#### PUBLIC CONVENIENCES—GEORGE STREET SOUTH.

Numerous representations having from time to time been made with regard to the necessity which existed for providing more adequate sanitary accommodation in the immediate neighbourhood of George Street South, the City Council decided to provide such, and after consideration fixed upon a site in George Street near the octagonal metal structure, which was considered out of date as regards convenience and sanitation, and which it is intended to remove.

Plans were accordingly prepared in the City Building Surveyor's Department, and a design subsequently approved by the Council at an estimated cost of £1,663, exclusive of the plumbers' work, which was carried out by the Council's staff. The accommodation provided five water-closets, eleven urinals, three lavatory basins, and an attendant's office in a situation commanding a full view of the whole area. The floor space also permits of an additional range of six urinals should it be necessary or desirable to fix the same at a subsequent date.

The convenience is electrically lighted from the Council's own system, and the approaches are lighted by lamp-posts at either end erected on ornamental piers.

The contractor for carrying out the work was Mr. Owen Ridge, whose contract price was £1,698, but after final settlement, which has not yet taken place, it is anticipated that the price of executing the contract will come within the official estimate.

\* \* \*

#### PUBLIC CONVENIENCES—WHARF STREET.

Owing to the inadequate public sanitary accommodation in and about Sussex Street, it was thought desirable by the Council that more

up-to-date accommodation should be provided, and after inspection by the Health Committee and Finance Committee a site was fixed upon in Wharf Street near the Small Stock Sale Yards adjoining Pyrmont Bridge. Plans were subsequently prepared in the City Building Surveyor's Department for a modern convenience, and upon being recommended by the Health Committee they were adopted by the Council, and tenders having been invited, the convenience was duly erected.

The cost according to the contract, which was commenced on the 16th March and completed about the end of June, 1904, amounted to £307 9s 6d, the contractor being Mr. W. Barnfield. The City Building Surveyor's estimate was £264. The provision of this convenience has supplied a long-felt public necessity.

\* \* \*

#### PUBLIC CONVENIENCES—CRICKET GROUND.

During the progress of the International Cricket Matches at the end of 1903 and the beginning of 1904, the necessity for latrine accommodation was keenly felt, so much so that the Superintendent of Traffic made a representation to the Inspector-General of Police asking him to bring the matter under the notice of the City Council, it being urged that thousands of citizens, including drivers of every description of vehicles, had to wait near the Cricket Ground exits for hours, and that if latrine accommodation was provided somewhere adjacent it would be a very great public convenience.

The Inspector-General wrote to the Lord Mayor accordingly, and negotiations were entered into with the representatives of the Tramways Department of the Railway Commissioners and the Trustees of the Sydney Cricket Ground, with the object of obtaining contributions from those bodies towards the cost to be incurred in providing the required accommodation, with the result that arrangements were made whereby a convenience would be erected at the joint expense of the Trustees of the Sydney Cricket Ground, the Railway Commissioners, and the City Council, and this convenience has been erected accordingly.

\* \* \*

#### SANITARY CONVENIENCES—SMALL STOCK YARDS.

The matter of providing convenient sanitary accommodation in connection with the Small Stock Yards and the Sussex Street Stores came under consideration during the past year, and plans were prepared showing a remodelling of the sanitary arrangements, whereby additional accommodation would be provided.

The plan submitted showed alterations to the men's block on the first floor of the Sussex Street Stores, improved ventilation, increased light, and three additional water-closets being provided at an estimated cost of £58.

An inspection of the Small Stock Sale Yards showed the accommodation to be both undesirable and inadequate, and plans and sections were submitted showing alterations proposed in the north-western angle of the yard providing for three water-closets and three urinals in the enclosed space, the adjoining wall being made use of as far as possible. It appeared from the reports submitted that the accommodation provided was used somewhat as a public convenience and frequently by an undesirable class, but the suggested new accommodation provided for the convenience being only available to those engaged in business connected with the market. The estimated cost of this portion of the work was given as £53, and the adoption of this plan was recommended to Council and duly confirmed, and the work was carried out accordingly.

\* \* \*

### COMRIE DRINKING FOUNTAIN.

Reference was made last year to the fact that a sum of £481 18s had been received from the Perpetual Trustee Company, the executors of the estate of Mrs. Sophia Louisa Comrie, deceased, late of Kurrajong, to be applied in or towards the erection of an ornamental drinking fountain within the boundaries of the City of Sydney for the use of man and beast, in such shape and design and in such situation as the Municipal Council for the time being of the said City should direct and authorise, and that a contract had been entered into with Messrs. Loveridge and Hudson for supplying and erecting the fountain to a design adopted after open competition.

The contract with Messrs. Loveridge and Hudson was completed in July last, and the Comrie Memorial Fountain has been erected in a position on the western side of St. James Road and near Queen's Square, and is situated partly upon the pavement and partly upon the roadway, the foundations being of concrete.

A bronze plate contains the following inscription, namely: "This fountain, erected A.D. 1904, is a gift from Mrs. S. L. Comrie, of Northfield, Kurrajong Heights, to the Citizens of Sydney"; while on one of the flanking walls is cut "Right Hon. Samuel E. Lees, Lord Mayor of Sydney."

The fountain was officially opened to the public by the Lord Mayor on the 27th July, 1904.

\* \* \*

### BAND STAND—PRINCE ALFRED PARK.

The new band stand which it was decided to erect in Prince Alfred Park was completed during the year by the Council's staff. The stand is octagonal in plan, with a minimum width of twenty-seven feet, and is constructed generally of timber on brick dwarf walls on concrete foundations. The total cost of this work was £141, the work being carried out to an approved design by the City Building Surveyor.

### CONSUMPTIVE DISPENSARIES.

In September last a requisition was presented to the Right Hon. the Lord Mayor asking that a public meeting should be called for the purpose of considering the question of establishing in the City a Dispensary in connection with the crusade against consumption. During the preceding year this important matter had engaged the serious attention of the Council, and the City Solicitor on being consulted reported that having regard to the provisions of the Sydney Corporation Act he was of opinion that the Council did not possess the requisite statutory authority to apply the City funds to the purpose named, and consequently any expenditure on dispensaries would in the then state of the law be illegal. The Council subsequently decided on the recommendation of the Health Committee to instruct the City Solicitor to draft a clause for insertion in the draft Sydney Corporation Amending Bill giving the Council the necessary power to allocate funds for the purpose of establishing and maintaining consumptive dispensaries, and the City Solicitor drafted a clause accordingly.

In compliance with the requisition presented to the Lord Mayor a public meeting was convened and held in October last, at which the Lord Mayor presided.

Finally, after discussion, it was resolved—"That this meeting heartily approves of the idea of establishing a City Dispensary for the treatment of poor persons suffering from consumption, and hopes steps will be taken for establishing an institution with this object in view."

The following office-bearers were also elected:—Patron: His Excellency the State Governor, Sir Harry H. Rawson, K.C.B. President: The Right Hon. the Lord Mayor. Executive: Dr. Gill, Dr. Munro, Dr. Maitland, Dr. Taylor Young, Dr. Wilkinson, and Alderman John Harris. Treasurer: Mr. F. W. B. Gaden. Convener: Dr. Wilkinson.

\* \* \*

### EXPECTORATION IN TRAMWAY CARRIAGES.

In 1903 the attention of the Railway Commissioners was directed to the public nuisance, annoyance, and inconvenience occasioned by the abominable and filthy habit—indulged in to a very great extent—of expectorating in tramway carriages, and representations were made suggesting that a by-law dealing with the matter should be made by the Railway Commissioners. At the time the Railway Commissioners could not see their way, owing to certain difficulties which presented themselves, to accede to the desires of the Council, but shortly afterwards the difficulties were overcome, and a by-law was made to the following effect:—"Any person in any railway or tramway carriage who shall spit into or upon any such railway or tramway carriage shall be liable to a penalty not exceeding two pounds."

This by-law was approved by the Governor in Council and published in the *Government Gazette* in July, 1903, and has been in operation since that date, the result being a very marked improvement in the condition of the tramway carriages.



## PUBLIC LIGHTING—AUSTRALIAN GAS-LIGHT COMPANY.

It will no doubt be remembered that towards the end of December, 1903, a remarkable development occurred in connection with the arrangement between the Australian Gas-Light Company and the City Council for the lighting of the City streets, and that the Lord Mayor (Alderman Hughes) on the 29th December presented a minute to the Council reviewing the circumstances.

As pointed out in such minute, after sixty years' immunity from taxation for the use of the City streets, the Australian Gas-Light Company are now required to pay to the City Council a reasonable annual sum for the privileges they have so long enjoyed. The amount payable by the Company at the rate of 1s 9d in the pound is £2,233 per annum. In consequence of this increased taxation and other causes which were not stated, the Gas Company intimated that it had been found necessary to increase the annual charge for the street lamps throughout the City. The yearly cost of lighting the whole of the City with gas is approximately £14,700. Under the new scale as proposed in December, 1903, it will amount to £17,606, an increase of £2,906 per annum, and this at a time when the price of gas to the general consumer is much lower than it was when the old agreement was made. It was subsequently intimated that the letter from the Gas Company had been written under a misapprehension, and the original letter and the draft agreement were withdrawn, and nothing further was done in the matter at that time.

In July, 1903, the Gas Company gave twelve months' notice in accordance with the terms of the agreement of their intention to terminate such agreement. Having regard to the fact that while the central portion of the City would be lighted by electricity before the 10th July, 1904, the date upon which the agreement would terminate, other portions would have to be lighted by gas or other illuminant for the time being, and until extensions of electricity cables had been carried out it was deemed desirable to approach the Gas Company with the object of ascertaining upon what terms and conditions the lighting of portions of the City by gas would be continued. It was therefore arranged that the Chairman of the Directors of the Gas Company and the Secretary should meet the Lord Mayor and myself in conference for a friendly discussion of such terms and conditions, and such conference was held accordingly.

The Chairman and Secretary pointed out that under the new conditions as to rating and the large outlay of the Company it would be quite impossible for the Company to light the public lamps on the old basis, and that an additional charge would, as a matter of necessity and as a matter of justice to the Company, have to be imposed. As to the exact amount of the charge, so far as it could then be ascertained, it would have to be at the rate of one pound per lamp per annum. The Lord Mayor endeavoured to obtain a reduction in this amount, and whilst the Chairman and Secretary could not give any pledge with regard thereto, they promised to take the matter into consideration and communicate the decision of the Directors to the Council at the earliest opportunity. A letter was subsequently received stating that upon consideration of the matter, the Directors of the Gas-Light Company had decided to increase the existing rate by one pound per lamp per annum, subject, however, to a six months' notice on either side to terminate the

agreement. This arrangement was considered and duly recommended to the Council by the Finance Committee, subject to an arrangement being made by inserting a clause in the agreement providing for the payment *pro rata* for the time actually used in the event of any lamp or lamps being taken down by the Council, such lamp to be paid for at the rate quoted from the 10th day of July—the date when the new agreement would come into force—until the actual date of removal. The Council confirmed and approved the suggested arrangement, which was accepted by the Gas Company, and the new agreement entered into accordingly.

Owing to the electric lighting arrangements not being in full working order at the date anticipated, the Secretary of the Gas Company on being communicated with made arrangements whereby the terms of the old agreement were extended from the 10th day of July until the 23rd day of July, so that the increased price per lamp did not come into operation until such last-mentioned date, a concession which was courteously agreed to by the Directors.

\* \* \*

### ELECTRICITY SUPPLY UNDERTAKING.

The ceremony of officially switching on the current of the recently installed system of electricity supply took place on the 8th July, 1904, at the Power Station in Pyrmont, when the principal thoroughfares of Sydney were illuminated by electricity for the first time. The work had been in progress for many months, during which time necessarily some inconvenience was caused to citizens, and business people in particular, but the excellence of the supervision as a whole has been of such a character that there was comparatively little accident and litigation in the interval between commencing and concluding operations. A number of invitations were issued by the Lord Mayor to the official ceremony, but owing to the very heavy rainfall prevailing, and which acted as a deterrent to many, the attendance in consequence was somewhat restricted, those present consisting principally of the members and principal officers of the Council, and a number of gentlemen identified with municipal matters, and professional gentlemen engaged in witnessing the consummation of much personal hard work.

The Lord Mayor had the privilege of turning on the steam and setting the engine and generator in motion, and the Lady Mayoress (Mrs. S. E. Lees) turned on the current with a gold presentation key, thanking the contractors in a brief speech for their beautiful gift, and stating that she trusted that the current then switched on for the first time would be a benefit to the citizens and give a stimulus and encouragement to local enterprise. The key used by the Lady Mayoress was made of gold and represented the overhanging standards used in the street lighting, the lamps being made of balls of opal, the bar of the key being an oblong design with a scroll border having a shield in the centre, bearing the municipal crest on one side and on the other the following inscription :—

“ The Lady Mayoress by means of this switch closed the exciter field circuit, thus turning current on to the Sydney Electric Supply, 8th July, 1904.”

The key and switch were designed and manufactured by Messrs. William Farmer and Company, jewellers, 30 Hunter Street, City.

Owing to the fact that only one machine was so far in working order, the principal portion of the City only was illuminated—that is, from Circular Quay to the Redfern Railway Station, and in the opposite direction from Hyde Park to portions of Darling Harbour. Over this area upwards of two hundred arc lamps are distributed. The standards have been placed at varying distances from each other, according to the quantity of light required, near street corners or prominent places. For instance, in George Street the arc lights are about fifty yards apart in places, in other streets seventy yards, and in side streets the maximum of one hundred yards is reached. As the gaslights were on a somewhat similar distribution, the advance in lighting may be gauged by the fact that whereas gas showed at the most a forty candle power light, each arc light is equal to two thousand candle power, and even at the principal street corners the four hundred candle power gaslights and the powerful "Lucas" lights at the Town Hall were completely overshadowed by the brilliance of the new electric arcs. When the light was first switched on in July last, the lamps without exception showed a clear steady light, which was favourably commented upon, the general impression being that it was a distinct improvement on the old order of things, and was an innovation justifiable and in keeping with the development of a large and important City like Sydney.

What was particularly noticeable was the marked difference the more powerful light made in certain streets which heretofore at night had presented a somewhat gloomy appearance under the Welsbach illuminant. This was especially true in Macquarie Street. The real effect of the change was also very noticeable in Sussex Street, Kent Street, and other streets of a similar type where the arcs of business places did not interfere with the effect of the public lighting. In Bridge Street the lamps have been arranged along the centre of the road owing to the splendid width of the thoroughfare, and the row of powerful lights in this street gives an excellent effect as to the value of the light.

In Moore Street and Martin Place a similar type of standard has also been fixed in the roadway, and the light is equally brilliant. In the same degree other streets presented a brighter aspect, and in this connection it is beyond dispute that there is no comparison between the old and new system of street illumination.

\* \* \*

### ELECTRICITY SUPPLY UNDERTAKING—PROGRESS.

In my Annual Report for 1903 I referred at considerable length to the numerous phases of the Electricity Supply Undertaking, and full particulars and details were given for purposes of reference to the various contracts entered into by the City Council for the completion of the undertaking.

During the past year the Power House and five Sub-stations have been completed in a most satisfactory manner; cables have also been laid and powerful arc lamps have been erected in the principal streets

of the City, and the business of electricity supply has been inaugurated, and as far as can be seen there is every reason to believe that the schemes will be successful and that the paying stage will be reached much earlier than was anticipated in the first instance.

On the 8th July last the current was switched on to the mains for the first time, but the regular service was not proceeded with until Monday, 25th July, and the direct current arcs only were connected up, with the exception of two circuits in George Street North and Lower Fort Street. One month afterwards, 25th August, the first alternate current sub-station was connected up, and the alternate current street lamps in Harris Street and George Street West were lighted and tested, although it was not until the 27th September that these lamps were put into regular operation. Street lamps in the William Street district, including Macleay Street, Victoria Street, Bayswater Road, Roslyn Gardens, and Elizabeth Bay Road were brought into operation on the 11th October, and the lamps in Oxford Street, Flinders Street, and College Street were put to work on the 7th November.

As regards supply, it may be stated that up to the end of December last the applications amounted to an equivalent of 1,450 kilowatts, including street lighting and the requirements of the Council, and of this amount 1,000 kilowatts have been connected up.

During the year, owing to the regular inflow of applications for current and the well-known tendency—according to the experience of other places—for the rate of inflow to steadily increase, the Council, acting on the report of the City Electrical Engineer, deemed it desirable to make adequate provision for extending the machinery. Tenders were invited accordingly, and orders were subsequently placed with Messrs. Dick, Kerr and Company, the contractors for the first instalment of plant and generating machinery, for an additional 2,400 horse power generating and sub-station plant, the contract price being £23,811, and £10,000 worth of additional cable for extension purposes was ordered from Messrs. W. and T. Henleys Limited. The City Electrical Engineer anticipates that the additional machinery should be in operation about June or July, 1905, by which time it is expected it will be required.

Seeing that the period during which the undertaking was in operation last year was very short, I do not propose on the present occasion to make any statement with regard to the receipts and expenditure, as it would be manifestly unfair to do so, and only tend to fallacious deductions on the part of hostile critics. At the end of the current year, however, the fullest information will be furnished with regard to the general working of the undertaking from the financial standpoint, both in relation to capital and revenue accounts, and comparisons made with other places in relation to the progress made during the first completed year of working.

\* \* \*

## CONCLUSION.

I cannot conclude this report without bearing testimony to the general efficiency manifested by the Heads of Departments and the



Staff generally in all branches of the municipal service, the assistance of Mr. W. G. Layton, Chief Clerk, having as heretofore been invaluable.

I have also to tender my sincere thanks to the Right Hon. S. E. Lees, Lord Mayor for 1904, the Vice-Chairmen of Committees (Aldermen J. Lane Mullins, A. McElhone, R. D. Meagher, M.L.A., and T. Hughes), and the Aldermen generally, for their kindly assistance and co-operation during the past year on many occasions of doubt and difficulty.

I have the honour to be,

My Lord and Gentlemen,

Your most obedient Servant,

THOMAS H. NESBITT,

TOWN CLERK.

TOWN CLERK'S ROOM,

TOWN HALL.



# Index to Town Clerk's Annual Report.

## A

	Page.
Absorption of Camperdown, Greater Sydney.. ..	91
Accident and Burglary Insurance Policies, Allocation of Risks ..	209
Additional Office Accommodation, Town Hall .. ..	184
Additions and Alterations to Offices, Flemington Cattle Sale Yards	183
Additions, Queen Victoria Market Buildings.. ..	180
Administrative Committees .. ..	67
Administrative Committees, 1905 .. ..	72
Agistment of Stock, Moore Park, Deputations .. ..	55
Alderman Nolan, Obituary .. ..	161
Allocation of Risks, Fire Insurance, Accident, and Burglary Policies	209
Appointment of the Governor-General, Vice-Regal.. ..	4
Appropriation, Cathedral Close .. ..	107
Arrival of the Governor-General, Vice-Regal .. ..	5
Assessment, City .. ..	172
Assets, Corporation .. ..	205
Attendance Book, Officers' .. ..	216
Audit, Belmore Markets .. ..	179
Audit, Fish Markets, Woolloomooloo .. ..	179
Audit, Hawkers' Licenses .. ..	180
Australian Gas-Light Company, Public Lighting .. ..	227

## B

Band Stand, Prince Alfred Park .. ..	225
Barbers and Hairdressers' Shops, Regulation of .. ..	82
Barracks Site, Victoria .. ..	105
Bartley Street Widening, City Improvements .. ..	219
Belmore Markets, Audit .. ..	179
Belmore Markets, Deputations, Chinese Stallholders.. ..	41
Belmore Markets, Deputations, Retention of .. ..	42
Belmore Markets, Government Grant .. ..	181
Belmore Markets, Deputations, Removal of .. ..	48
Belmore Park, Deputations .. ..	38
Belmore Ward, Municipal By-election .. ..	146
Bust, Commemorative .. ..	142
By-Laws Committee, Health and .. ..	71
By-Laws, Control of Dogs, Cattle Sale Yards, Legislative .. ..	85
By-Laws, Demolition of Buildings .. ..	78
By-Laws, Disfigurement of Electric Standards .. ..	82
By-Laws, Election of Lord Mayor, Legislative .. ..	83
By-Laws, Promotion of Public Health.. ..	79
By-Laws, Regulation of Barbers and Hairdressers' Shops, Legis-	
lative .. ..	82
By-Laws, Wrapping Meat .. ..	81

**C**

Camperdown, Greater Sydney, Absorption of .. .. .	91
Candidates' Election Expenses, Election of Aldermen .. .. .	155
Cash Liabilities and Assets, 1900-1904, Financial .. .. .	167
Catchment Area, Conference, Pollution of .. .. .	222
Catchment Area, Deputations, Pollution of .. .. .	30
Cathedral Close Appropriation .. .. .	107
Cattle Sale Yards, By-Laws, Control of Dogs .. .. .	85
Cattle Sale Yards, Deputations .. .. .	57
Cattle Sale Yards, Flemington, Additions and Alterations to Offices	183
Centennial Hall, Decoration of .. .. .	184
Centennial Hall, Foundation Stone, Commemorative Tablets ..	143
Centennial Hall Opening, Commemorative Tablets .. .. .	142
Central Railway Station, Subdivision of Surplus Government Lands	220
Chinese Stallholders, Belmore Markets, Deputations .. .. .	41
Circular Quay, City Improvements .. .. .	217
Citizens, Election of Lord Mayor by the .. .. .	14
City Assessment .. .. .	172
City Council's Representative, Metropolitan Fire Brigades Board ..	74
City Council's Representative, Water and Sewerage Board .. ..	74
City Council Debentures, Trustees' Securities .. .. .	170
City Improvements, Bartley Street Widening .. .. .	219
City Improvements, Circular Quay .. .. .	217
City Improvements, Widening Roadway, Sydney Cricket Ground ..	220
City Organ, Renovation to .. .. .	194
City of Sydney Improvement (Amendment) Bill .. .. .	75
Civic Hospitality .. .. .	9
Closing of Devonshire Street, Deputations .. .. .	29
Commemorative Bust .. .. .	142
Commemorative Tablets, Centennial Hall Foundation Stone .. ..	143
Commemorative Tablets, Centennial Hall Opening .. .. .	142
Commemorative Tablets, Coronation of His Majesty the King .. ..	144
Commemorative Tablets, Federation of Australia .. .. .	143
Committees, Administrative .. .. .	67
Committees, 1905, Administrative .. .. .	72
Committee, Electric Lighting .. .. .	70
Committee, Finance .. .. .	69
Committee, General Purposes .. .. .	68
Committee, Health and By-Laws .. .. .	71
Committee, Works .. .. .	70
Committee Meetings, Council and .. .. .	65
Comparative Analysis of Votes Recorded, Election of Aldermen ..	152
Compensation Contributions .. .. .	194
Complimentary Picnic to the Lord Mayor and Lady Mayoress .. ..	7
Comrie Drinking Fountain .. .. .	225
Conclusion .. .. .	230
Conditions, Officers' Guarantees .. .. .	214
Conference, Pollution of Catchment Area .. .. .	222
Consumptive Dispensaries .. .. .	226
Contributions, Compensation .. .. .	194
Contribution, Fire Brigade .. .. .	192
Control of Dogs, Cattle Sale Yards, By-laws .. .. .	85
Convention, Greater Sydney, Statutory .. .. .	90



# INDEX.

iii.  
Page.

Convention, Local Government .. .. .	86
Convention, Reception of Delegates, Local Government ..	87
Coronation of His Majesty the King, Commemorative Tablets ..	144
Corporate Properties .. .. .	204
Corporation Assets .. .. .	205
Corrupt Practices, Election of Aldermen .. .. .	156
Council and Committee Meetings .. .. .	65
Council, Deputations from .. .. .	16
Council's Powers, Theatres and Public Buildings .. .. .	112
Cricket Ground, Widening Roadway .. .. .	220
Cricket Ground, Public Conveniences .. .. .	224
Criterion Theatre, Inspection of Theatres .. .. .	121

## D

Debenture Issue, Electric Lighting Loan .. .. .	170
Decoration of Centennial Hall .. .. .	184
Departmental Service, Officers and Employees .. .. .	177
Depôts, Municipal .. .. .	222
Deputations from Council .. .. .	16
Deputations to the Lord Mayor .. .. .	17
Deputations, Agistment of Stock, Moore Park .. .. .	55
Deputations, Belmore Park .. .. .	38
Deputations, Cattle Sale Yards .. .. .	51
Deputations, Chinese Stallholders, Belmore Markets .. .. .	41
Deputations, Closing of Devonshire Street .. .. .	29
Deputations, Electricity Supply Undertaking, Engineering Staff No. 1 .. .. .	35
Deputations, Electricity Supply Undertaking, Engineering Staff No. 2 .. .. .	36
Deputations, Employment for Lamplighters .. .. .	34
Deputations, Glebe Electric Lighting .. .. .	46
Deputations, Goods on Footways No. 1 .. .. .	22
Deputations, Goods on Footways No. 2 .. .. .	27
Deputations, Hiring of Town Hall .. .. .	41
Deputations, Legislative Powers .. .. .	56
Deputations, Musical Societies, Hire of Town Hall .. .. .	20
Deputations, New Horse Sale Yards .. .. .	53
Deputations, Nuisance from Refuse Destructor .. .. .	24
Deputations, Obstruction to Traffic .. .. .	50
Deputations, Oxford Street Watering, etc. .. .. .	60
Deputations, Preference to Sydney Unemployed .. .. .	25
Deputations, Pollution of the Catchment Area .. .. .	30
Deputations, Removal of Belmore Markets .. .. .	48
Deputations, Retention of Belmore Markets .. .. .	42
Deputations, Retention of Horse Sale Yards .. .. .	53
Deputations, Royal Agricultural Society's Grounds .. .. .	22
Deputations, Sanding Woodblocked Streets .. .. .	23
Deputations, Stonemasons' Wages .. .. .	21
Deputations, Street Cleansing and Maintenance .. .. .	63
Deputations, Street Excavations .. .. .	62
Deputations, Subdivision of Surplus Government Lands .. .. .	26
Deputations, Subsidising Public Bands .. .. .	44



	Page.
Deputations, The Sydney Unemployed No. <a href="#">1</a>	<a href="#">18</a>
Deputations, The Sydney Unemployed No. <a href="#">2</a>	<a href="#">40</a>
Deputations, The Sydney Unemployed No. <a href="#">3</a>	<a href="#">45</a>
Deputations, The Sydney Unemployed No. <a href="#">4</a>	<a href="#">61</a>
Deputations, Zoological Gardens Lease	<a href="#">62</a>
Devonshire Street, Deputations, Closing of	<a href="#">29</a>
Dispensaries, Consumptive	<a href="#">226</a>
Divisions	<a href="#">73</a>
Drought Relief Fund, New South Wales	<a href="#">109</a>

**E**

Election Expenses, Election of Aldermen, Successful Candidates	<a href="#">154</a>
Election Expenses, Election of Aldermen, Unsuccessful Candidates	<a href="#">155</a>
Election of Aldermen, Candidates' Election Expenses	<a href="#">155</a>
Election of Aldermen, Corrupt Practices	<a href="#">156</a>
Election of Aldermen, Comparative Analysis of Votes Recorded	<a href="#">152</a>
Election of Aldermen, Result of Poll	<a href="#">150</a>
Election of Aldermen, Polling Stations, etc.	<a href="#">147</a>
Election of Aldermen, Returning Officer	<a href="#">145</a>
Election of Aldermen, Successful Candidates, Election Expenses	<a href="#">154</a>
Election of Aldermen, Unsuccessful Candidates, Election Expenses	<a href="#">155</a>
Election of Lord Mayor	<a href="#">11</a>
Election of Lord Mayor by the Citizens	<a href="#">14</a>
Election of Lord Mayor, Legislative By-laws	<a href="#">82</a>
Electric Lighting Amendment Bill	<a href="#">75</a>
Electric Lighting Committee	<a href="#">70</a>
Electric Lighting Loan, Debenture Issue	<a href="#">170</a>
Electric Lighting, Deputations, Glebe	<a href="#">46</a>
Electricity Supply Undertaking	<a href="#">228</a>
Electricity Supply Undertaking, Deputations, Engineering Staff No. <a href="#">1</a>	<a href="#">35</a>
Electricity Supply Undertaking, Deputations, Engineering Staff No. <a href="#">2</a>	<a href="#">36</a>
Electricity Supply Undertaking, Progress	<a href="#">229</a>
Employees, Departmental Service, Officers and	<a href="#">177</a>
Employment of Lamplighters, Deputations	<a href="#">34</a>
Expectoration in Tramway Carriages	<a href="#">226</a>
Expenditure, Ward Revenue and	<a href="#">168</a>

**F**

Federal Government Properties, Rates	<a href="#">173</a>
Federation of Australia, Commemorative Tablets	<a href="#">143</a>
Financial	<a href="#">163</a>
Financial, Cash Liabilities and Assets, 1900-1904	<a href="#">167</a>
Finance Committee	<a href="#">69</a>
Fire Brigade Contribution	<a href="#">192</a>
Fire Insurance, Accident and Burglary Policies, Application of Risks	<a href="#">209</a>
Fire Insurance Policies	<a href="#">208</a>
Fire Insurance, Schedule of Assets Insured	<a href="#">212</a>
Fire Protection, Town Hall	<a href="#">186</a>

# INDEX.

v.  
Page.

Financial Results, Special City Organ Recitals .. .. .	200
Fish Markets, Woolloomooloo, Audit .. .. .	179
Flemington Cattle Sale Yards, Additions and Alterations to Offices	183
Fountain, Comrie Drinking .. .. .	

## G

General Purposes Committee .. .. .	68
George Street South, Public Conveniences .. .. .	223
Gipps Ward, Municipal By-election .. .. .	145
Glebe Electric Lighting, Deputations .. .. .	46
Goods on Footways, Deputations .. .. .	22 27
Government Grant, Belmore Markets .. .. .	181
Government Lands, Deputations, Subdivision of Surplus .. .. .	26
Government Properties, Rates on Federal .. .. .	173
Government Theatres Committee, Inspection of Theatres .. .. .	133
Governor-General, Vice-Regal, Appointment of the .. .. .	4
Governor-General, Vice-Regal, Arrival of the .. .. .	5
Governor-General, Vice-Regal, Reception of the .. .. .	6
Greater Sydney, Absorption of Camperdown .. .. .	91
Greater Sydney, Statutory Convention .. .. .	90
Guaranteed Officers .. .. .	213

## H

Hairdressers' Shops, Regulation of Barbers and .. .. .	82
Hawkers' Licenses—Audit .. .. .	180
Health and By-laws Committee .. .. .	71
Her Majesty's Theatre, Inspection of Theatres .. .. .	139
Hire of Town Hall .. .. .	190
Hire of Town Hall, Deputations, Musical Societies .. .. .	20
Hire of Town Hall, Musical Societies .. .. .	190
Hiring of Town Hall, Deputations .. .. .	41
Hiring Town Hall on Holidays, Tenders .. .. .	190
Hollins, Engagement of Mr. Alfred Hollins, Special City Organ Recitals .. .. .	196
Horse Sale Yards .. .. .	187
Horse Sale Yards, Deputations, New .. .. .	53
Horse Sale Yards, Deputations, Retention of .. .. .	53
Horse Sale Yards, Revenue .. .. .	190
Hospitality, Civic .. .. .	9
Housing of the Working Classes Bill .. .. .	75

## I

Inspection of Theatres, Criterion Theatre .. .. .	121
Inspection of Theatres, Government Theatres Committee .. .. .	113
Inspection of Theatres, Her Majesty's Theatre .. .. .	139
Inspection of Theatres, Lyceum Theatre .. .. .	127
Inspection of Theatres, Municipal Action .. .. .	116



	Page.
Inspection of Theatres, Palace Theatre .. .. .	<a href="#">131</a>
Inspection of Theatres, Theatre Royal .. .. .	<a href="#">124</a>
Inspection of Theatres, Tivoli Theatre .. .. .	<a href="#">134</a>
Insurance Policies, Fire .. .. .	<a href="#">208</a>
Introduction .. .. .	<a href="#">3</a>

**L**

Lady Mayoress, The Lord Mayor and .. .. .	<a href="#">7</a>
Lamplighters. Deputations, Employment of .. .. .	<a href="#">34</a>
Legislative—By-laws, Control of Dogs, Cattle Sale Yards .. .. .	<a href="#">85</a>
Legislative—By-laws, Demolition of Buildings .. .. .	<a href="#">78</a>
Legislative—By-laws, Disfigurement of Electric Standards .. .. .	<a href="#">82</a>
Legislative—By-laws, Election of Lord Mayor .. .. .	<a href="#">83</a>
Legislative—By-laws, Promotion of Public Health .. .. .	<a href="#">79</a>
Legislative—By-laws, Regulation of Barbers and Hairdressers' Shops .. .. .	<a href="#">82</a>
Legislative—By-laws, Wrapping Meat .. .. .	<a href="#">81</a>
Legislative—City of Sydney Improvement (Amendment) Bill .. .. .	<a href="#">75</a>
Legislative—Electric Lighting Amendment Bill .. .. .	<a href="#">75</a>
Legislative—Housing of the Working Classes Bill .. .. .	<a href="#">75</a>
Legislative—Public Abattoirs Bill .. .. .	<a href="#">77</a>
Legislative—Smoke Nuisance Abatement Bill .. .. .	<a href="#">76</a>
Legislative—Sydney Corporation Amendment Bill .. .. .	<a href="#">74</a>
Legislative Powers, Deputations .. .. .	<a href="#">56</a>
Lighting, Deputations, Glebe Electric .. .. .	<a href="#">46</a>
Local Government Convention, Reception of Delegates .. .. .	<a href="#">87</a>
Local Government Convention .. .. .	<a href="#">86</a>
Local Option Vote .. .. .	<a href="#">159</a>
Lord Mayor and Lady Mayoress, The .. .. .	<a href="#">7</a>
Lord Mayor and Lady Mayoress, Complimentary Picnic to the .. .. .	<a href="#">7</a>
Lord Mayor, Deputations to the .. .. .	<a href="#">17</a>
Lord Mayor, Election of .. .. .	<a href="#">11</a>
Lord Mayor by the Citizens, Election of .. .. .	<a href="#">14</a>
Lord Mayor, Legislative—By-laws, Election of .. .. .	<a href="#">75</a>
Lord Mayor, Statutory Duties .. .. .	<a href="#">12</a>
Lyceum Theatre, Inspection of Theatres .. .. .	<a href="#">127</a>

**M**

Markets, Deputations, Chinese Stallholders, Belmore .. .. .	<a href="#">41</a>
Markets, Deputations, Retention of Belmore .. .. .	<a href="#">42</a>
Meetings, Council and Committee .. .. .	<a href="#">65</a>
Metropolitan Fire Brigades Board, City Council's Representative .. .. .	<a href="#">74</a>
Moore Park, Deputations, Agistment of Stock .. .. .	<a href="#">55</a>
Moore Street, Public Conveniences .. .. .	<a href="#">223</a>
Municipal Action, Inspection of Theatres .. .. .	<a href="#">116</a>
Municipal By-election, Belmore Ward .. .. .	<a href="#">146</a>
Municipal By-election, Gipps Ward .. .. .	<a href="#">145</a>
Municipal Depôts .. .. .	<a href="#">222</a>
Musical Societies, Hire of Town Hall .. .. .	<a href="#">190</a>
Musical Societies, Hire of Town Hall, Deputations .. .. .	<a href="#">20</a>

**N**

	Page.
New South Wales Drought Relief Fund .. .. .	<u>109</u>
New South Wales Public Disaster Relief Fund .. .. .	<u>109</u>
Nuisances from Refuse Destructor, Deputations .. .. .	<u>24</u>

**O**

Obituary, Alderman Nolan .. .. .	<u>161</u>
Obstruction to Traffic, Deputations .. .. .	<u>50</u>
Office Accommodation, Town Hall, Additional .. .. .	<u>184</u>
Officers' Attendance Book .. .. .	<u>216</u>
Officers and Employees, Departmental Service .. .. .	<u>177</u>
Officers, Guaranteed .. .. .	<u>213</u>
Officers' Guarantees, Conditions .. .. .	<u>214</u>
Organ Recitals, Special .. .. .	<u>196, 198, 200</u>
Oxford Street Watering, etc., Deputations .. .. .	<u>60</u>

**P**

Palace Theatre, Inspection of Theatre .. .. .	<u>131</u>
Park, Band Stand, Prince Alfred .. .. .	<u>225</u>
Policies, Fire Insurance .. .. .	<u>208</u>
Polling Stations, etc., Election of Aldermen .. .. .	<u>147</u>
Pollution of Catchment Area, Conference .. .. .	<u>222</u>
Pollution of Catchment Area, Deputations .. .. .	<u>30</u>
Properties, Corporate .. .. .	<u>204</u>
Public Abattoirs Bill .. .. .	<u>77</u>
Public Bands, Deputations, Subsidising .. .. .	<u>44</u>
Public Conveniences, Cricket Ground .. .. .	<u>224</u>
Public Conveniences, George Street South .. .. .	<u>223</u>
Public Conveniences, Moore Street .. .. .	<u>223</u>
Public Conveniences, Wharf Street .. .. .	<u>223</u>
Public Disaster Relief Fund, New South Wales .. .. .	<u>109</u>
Public Lighting, Australian Gas-Light Company .. .. .	<u>227</u>

**Q**

Queen Victoria Markets Buildings, Additions .. .. .	<u>180</u>
---	------------

**R**

Rateable Value and Rates .. .. .	<u>171</u>
Rates, Federal Government Properties .. .. .	<u>173</u>
Rates, Rateable Value and .. .. .	<u>171</u>
Reception of Delegates, Local Government Convention .. .. .	<u>87</u>
Reception of the Governor-General, Vice-Regal .. .. .	<u>5</u>
Refuse Destructor, Deputations, Nuisance from .. .. .	<u>24</u>
Regulation of Barbers and Hairdressers' Shops, Legislative, By-laws .. .. .	<u>82</u>
Regulations, Sick Pay .. .. .	<u>193</u>
Removal of Belmore Markets, Deputations .. .. .	<u>48</u>



	Page.
Renovation to City Organ .. .. .	194
Repertoire, Special City Organ Recitals .. .. .	198
Representative, Metropolitan Fire Brigades Board, City Council's ..	74
Result of Poll, Election of Aldermen .. .. .	150
Retention of Belmore Markets, Deputations .. .. .	42
Retention of Horse Sale Yards, Deputations .. .. .	53
Returning Officer, Election of Aldermen .. .. .	145
Revenue, Horse Sale Yards .. .. .	190
Royal Agricultural Society's Grounds, Deputations .. .. .	22

## S

Salaries .. .. .	178
Sale Yards, Horse .. .. .	187
Sanding Woodblocked Streets, Deputations .. .. .	23
Sanitary Conveniences, Small Stock Yards .. .. .	224
Schedule of Assets Insured, Fire Insurance .. .. .	212
Sick Pay Regulations .. .. .	193
Site, Victoria Barracks .. .. .	105
Small Stock Yards, Sanitary Conveniences .. .. .	224
Smoke Nuisance Abatement Bill .. .. .	76
South African Irregular Forces Sustentation Fund .. .. .	108
Special City Organ Recitals, Engagement, Mr. Alfred Hollins ..	196
Special City Organ Recitals, Financial Results .. .. .	200
Special City Organ Recitals, Repertoire .. .. .	198
Statutory Convention, Greater Sydney .. .. .	90
Statutory Duties, Lord Mayor .. .. .	12
Stonemasons' Wages, Deputations .. .. .	21
Street Cleansing Maintenance, Deputations .. .. .	63
Street Excavations, Deputations .. .. .	62
Subdivision of Surplus Government Lands, Deputations .. .. .	26
Subsidising Public Bands, Deputations .. .. .	44
Surplus Government Lands, Central Railway Station, Subdivision ..	220
Sustentation Fund, South African Irregular Forces .. .. .	108
Sydney Corporation Amendment Bill .. .. .	74
Sydney Unemployed, Deputations .. .. .	18 40 45 61
Sydney Unemployed, Deputations, Preference to .. .. .	25

## T

Tenders, Hiring Town Hall on Holidays .. .. .	191
The Lord Mayor and Lady Mayoress .. .. .	7
Theatre Royal, Inspection of Theatres .. .. .	124
Theatres and Public Buildings, Council's Powers .. .. .	112
Tivoli Theatre, Inspection of Theatres.. .. .	134
Town Hall, Additional Office Accommodation .. .. .	184
Town Hall, Deputations, Hiring of .. .. .	41
Town Hall, Deputations, Musical Societies, Hiring of .. .. .	20
Town Hall, Fire Protection .. .. .	186
Town Hall, Hire of .. .. .	190
Tramway Carriages, Expectoration in .. .. .	226
Trustees' Securities, City Council Debentures .. .. .	170

# INDEX.

ix.

## V

	Page.
Vice-Regal, Appointment of the Governor-General .. ..	4
Vice-Regal, Arrival of the Governor General .. ..	5
Vice-Regal, Reception of the Governor-General .. ..	6
Victoria Barracks Site .. .. .	105

## W

Wages .. .. .	178
Wages, Deputations, Stonemasons' .. .. .	21
Ward Revenue and Expenditure .. .. .	168
Water and Sewerage Board, City Council's Representative ..	74
Wharf Street, Public Conveniences .. .. .	223
Works Committee .. .. .	70

## Z

Zoological Gardens Lease, Deputations .. .. .	62
---	----













